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Factors Affecting Implementation of Intergovernmental Programs in Kenya

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Abstract

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In 2010, Kenya promulgated a new constitution that made an overhaul of the system of governance from a centralized to a devolved system. Under the system, there are two levels of government; national and county. In order to achieve sustainable development, county governments are mandated to implement various intergovernmental programs. There have been changes on how intergovernmental programs were implemented with the change of system of governance. As a result, various challenges have hampered effective implementation of such programs. This study investigated the main factors affecting implementation of intergovernmental programs in county governments.

The study adopted a descriptive research design on a sample of 30 respondents who included county chief officers, county directors and sub-county administrators from six counties in Nyanza region. The respondents were relevant in the study since they are directly involved in the implementation of intergovernmental programs in the counties.

The study revealed that resources, intergovernmental relations, community participation, environmental factors and implementing agencies are the major factors affecting implementation of intergovernmental programs in Kenya. In addition, security and corruption were concerns in the implementation of intergovernmental programs.

This study recommends establishing of county delivery units to manage and track implementation of intergovernmental programs; liaising with relevant professional bodies and the Kenya School of Government to offer germane capacity building programs for county government employees; coming up with county community participation policy to provide for and govern community participation in intergovernmental programs. The study also recommends the government to restructure and obliterate Constituency Development Fund and channel the funds towards intergovernmental programs in counties.

Keywords: Factors, Implementation, Intergovernmental, Programs, Kenya

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Abbreviations and Acronyms

AG	Attorney General
CDF	Constituency Development Fund
CEBF	Constituency Education Bursary Fund
CoB	Controller of Budget
CoG	Council of Governors
CRA	Commission on Revenue Allocation
DANIDA	Danish International Development Agency
DFRD	District Focus for Rural Development
FPEF	Free Primary Education Fund
IEBC	Independent Electoral and Boundaries Commission
IGR	Intergovernmental Relations
IGRTC	Intergovernmental Relations Technical Committee
MCAs	Members of County Assemblies
REPLF	Rural Electrification Program Levy Fund
RMLF	Road Maintenance Levy Fund
OAG	Office of Auditor General
OECD	Organization for Economic Cooperation and Development

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Chapter One: Introduction

1.0. Introduction

This chapter provides the background of the study, the research objectives and the significance of the study. The chapter also provides the limitations for the study and the research methodology. Finally, this chapter provides the organization of this research.

1.1. Background

At independence, the administrative system in Kenya was chiefly based on provincial administration. The constitution provided for regional system of government called *Majimbo* (Ghai & McAuslan, 1970). When Kenya gained independence in 1963, the Lancaster Constitution provided for the Senate and House of Representatives, being the upper and lower houses of representatives respectively [1] and 7 regional administrations with legislative powers.[2] This was under a parliamentary system. Executive authority was vested in the Queen of England and was exercised on her behalf by the Governor-General who appointed a Prime Minister from among members of the House of Representatives. The Prime Minister and other ministers constituted the Cabinet. The National Assembly and Her Majesty the Queen together formed Parliament. There were 41 senators, each representing the 40 colonial administrative districts and Nairobi area. Senators had a fixed tenure of six years.

[1] Section 34 of the Constitution, 1963
[2] Section 91 of the Constitution, 1963

Their role was to represent the smaller tribes against domination by the larger ones (Mukaindo, 2014).

Regional governments were composed of elected members who were empowered to elect regional President and Vice President.[3] Executive power of the regional governments rested with the Finance and Establishments Committee with assistance of various committees elected by regional assemblies (Ghai & McAuslan, 1970). Later, Civil Secretaries, who were former Provincial Commissioners, became regional chief executive officers in charge of regional public service.[4]

The system never worked out effectively and was replaced by a unitary form of government in the year 1965 through amendments (Burugu, 2010). The Provincial Administration established in the pre-colonial period continued to take root and became a channel through which the central government's development policies were strategically permeated at the local level. Although that was the objective, it was not practiced. "The local authorities were disempowered through domination of the central government and Provincial Administration and were starved of revenue" (Bosire, 2013). This was especially after 1969 when the government enacted Transfer of Functions Act which empowered the national government to take over the responsibilities for the provision of primary education, healthcare, and roads maintenance. At the same time, national government also took over key revenue sources from local governments (Menon et al., 2008). Periodic reviews of the structure

[3] Sections 93-99 of the Constitution of Kenya, 1963
[4] Section 116 and 193 of the Constitution of Kenya, 1963

and functioning of local government led to centralized system of governance. Local governments had been “weakened and simultaneously developed a bad reputation for incompetence” (Oloo, 2008). Nevertheless, local authorities continued to receive funding from national government and some local revenues since they only provided limited services to the residents. Power and resources were centralized, marginalization and unequal development were rampant. This led to calls for a reforms in governance.

The government then responded by implementing various institutional frameworks to provide services to the grassroots. These included the use of local authorities, sector ministries, development partners and NGOs, regional development authorities, provincial administration and decentralized funds. Decentralized schemes and funds included District Focus for Rural Development (DFRD), Constituency Development Fund (CDF),[5] Free Primary Education Fund (FPE), Constituency Education Bursary Fund (CEBF), the Rural Electrification Programme Levy Fund (REPLF) and the Roads Maintenance Levy Fund (RMLF) (Mukaindo, 2014). Others included Local Transfer Levy (LATF), HIV/AIDS Community Support Initiative, Water Services Trust Fund, Community Development Trust Fund, Youth Development Fund and Poverty Reduction Fund.

Despite these developments, similar to the colonial period, the centralist independent state perpetuated abuse of power, favoritism and the marginalization of some areas through imbalanced development (Mukaindo, 2014). Same political correctness and

[5] Later National Government Constituency Development Fund

affiliations continued to be perpetrated in the country. Resources would be distributed based on political support and sycophancy. There was need for reform to ensure equitable distribution of resources and participation of the people in governance irrespective of political affiliation or background.

Around that time, most governments in the world were striving for sustainable development and as such various systems of governance were being designed and implemented to achieve it. One of the systems was decentralization. There is "expectation that decentralizing functions to the lowest feasible level of decision-making and implementation will optimize information flows and reduce transaction costs" (Nyanjom, 2011). Some scholars argue that, "although there is no clear consensus among scholars on the absolute necessity of decentralized government on a state's prosperity, there is the argument that a carefully developed and implemented system for the transfer of responsibilities along with economic resources to the sub-national governments creates conditions that allow for better provision of public services and goods" (Morozov, 2015).

Movement towards decentralization is an attempt, among other things, to improve the delivery of public services and local governance in a cost-efficient manner, as well as increase the administrative capacity and productivity of the public sector (Hope, 2014). However, "the literature warns of the need to get the correct or optimal amount of decentralization or devolution lest the measure becomes a means of decentralizing inefficiencies" (Nyanjom, 2011). There was need for a carefully designed system that would involve sharing of resources and responsibilities to strengthen governance and enhance national development where local governments are allowed to design innovative programs that suit the terrain of their unique sector needs, sufficient scope to determine their governance system priorities and the authority to make autonomous decisions on sub-sector resource allocation and expenditure.

Decentralization, whether through devolution or otherwise, is a necessity for countries, such as Kenya, with experiences of highly centralized government systems that have negative impacts on democratization (Hope, 2014). The inability of the central government to reach its citizens effectively suggests that something else is necessary. The continuing strength of the democratic norm in the city and countryside demonstrates the persistent desire of people to participate in the management of their own affairs (Kasfir, 1993).

There were milestones in other countries such as the Tanzania, UK, Sweden, Nigeria, Uganda and South Africa where decentralization had delivered developmental and governance results leading to growth and development of the countries (Omari et al., 2012). The success was not only attributed to the system design but also to effective implementation. Success of a policy is determined by its effective implementation. A well-articulated but unimplemented policy on any business of government is decidedly less valuable than the paper on which it is written (Obodo, 2016). The effectiveness of a policy is pegged on efficient implementation of relevant programs.

In moving towards devolved governments, the legal status of the decentralization programs and policies of African countries have been stipulated in one of two ways: (1) by the enactment of lower-level laws and/or use of administrative regulations; or

(2) explicitly in a constitution. Kenya opted for the latter as per the constitution, 2010 (Hope, 2014).

However, efforts for constitutional reforms in Kenya have had a long history. In 1997, the intransigent central governments inefficient service delivery and poor governance in public service necessitated pressure from the Inter-Parties Parliamentary Group for the government to undertake reforms in governance. The efforts by articulate opposition and vibrant civil society to change the system of governance took shape after the enactment of the Constitution of Kenya Review Act, 1997 and subsequent swearing in of Commissioners of the Constitution of Kenya Review Commission in 2000.

The Commission undertook extensive stakeholders' participation and awareness that culminated in a draft constitution in September 2002. The Draft Constitution never saw the light of the day. A second draft known as the Bomas Draft was adopted by the National Constitutional Conference in 2004 whose review process was challenged leading to the adoption of another draft known as the Wako Draft in 2005. The Wako Draft Constitution was subjected to a referendum on 21st November 2005 but rejected by the citizens.

"In common with a small number of other cases such as South Africa, Nigeria and Ethiopia, Kenya's devolution reforms originated not in central government imperatives but from a constitutional process following a political crisis" (Cornell & D'Arcy, 2016). After the post-election violence following the 2007 general elections, there was need to change the system of governance. To ensure issues raised in various

Constitutional Drafts were ironed out, the Constitutional Review Commission incorporated Committee of experts[6] who incorporated views of various stakeholders and came up with a negotiated Draft Constitution. Subsequently, the Draft Constitution was endorsed in a referendum on 4th August, 2010 and promulgated on 27th August, 2010 by President Mwai Kibaki. On 8th November, 2010, a Taskforce on Devolved Government was established that developed the Sessional Paper on Devolved Government. After the general election on 4th March, 2013, the new system of government took effect.

Under Kenya's devolved system,[7] the government consists of the national and county governments.[8] The governments at the national and county levels are distinct and inter-dependent and conduct their mutual relations on the basis of consultation and cooperation.[9] The national government is composed of the Executive headed by the President, the Judiciary headed by the Chief Justice and the Legislature that comprises of the Senate and the National Assembly headed by Senate Speaker and National Assembly Speaker respectively. The county government consists of the County Assembly headed by the County Speaker and the County Executive headed by the County Governor who is elected by a popular vote. The Judiciary serves both national and county governments.

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[6] Constitution of Kenya Review Act No. 9 of 2008

[7] Vide a Referendum that was held on 4th August 2010 where 68.6% out of 70.4% voter turnout voted for the Constitution that was subsequently promulgated on 27th August, 2010. The system became effective after the general election on 4th March, 2013

[8] Article 1(4) of the Constitution of Kenya, 2010

[9] Article 6(2) of the Constitution of Kenya, 2010

Devolution was seen as a good solution to the problems of marginalization, inadequate service delivery and regional disparities in development which was associated with the highly centralized system of government.[10] It is "considered one of the most effective solutions to social challenges that countries encounter from time to time. Issues such as inequitable development in various regions, poverty and corruption can best be resolved by putting in place an effective and efficient devolved governments capable of implementing devolution strategy" (Muli, 2014). Social inequalities can be solved through effective implementation of intergovernmental programs at the county level. The benefits of decentralization, such as "good governance and improved service delivery can, among other things, maintain political stability and a sense of pride and ownership in local affairs, which, in turn, influences national development outcomes" (Hope & Chikulo, 2000). Thus, with right resources and capabilities, devolved system can enhance participation of the people in governance which will lead to better identification and prioritization of programs and better utilization of resources which will lead to ultimate development in the country.

Under the devolved system there are reciprocal, mutually benefiting and coordinate relationships between central and local governments; that is, the local government has the ability to interact reciprocally with other units in the system of government of which it is a part (Sherwood, 1968). For devolution to be effective, some principles of decentralization should be taken into account: first, local government must be given autonomy and independence and be seen as a separate level over which central

[10] J.M Kangu, *Constitutional Law of Kenya on Devolution (2015)* Strathmore University Press 2

government exercises little or no control; secondly, local bodies must have clear and legally recognized geographical boundaries over which they exercise jurisdiction; thirdly, local government units must be given corporate status and power to raise sufficient resources to perform specific functions; fourthly, local government through devolution is a system that provides service that satisfy the needs of local citizens and allow their participation in matters affecting them and lastly devolution must establish reciprocal, mutually beneficial and coordinate relationship between central and local governments (Rondinelli, 1981).

Whereas devolution and federalism divide power territorially, devolution is different from federalism. Under devolution, devolved authorities' sub-national power might be reversible and is usually bestowed on the national government. Devolved assemblies or parliaments can be amended or repealed by the national government in the same ways as statutes. [11] However, under federalism, power is divided constitutionally and thus national government cannot withdraw powers of a subnational unilaterally without the consent of the local government (Keating & Laforest, 2018). Under federalism, there must be at least two orders of government, another for the constituent units, one for the entire federation, and all directly accountable to their respective citizenry at the federal and constituent unit levels. Further, autonomy is guaranteed through constitutional apportionment of functions, powers and resources. Thirdly, there must be formal structures for representation at the centre, usually through a second legislative chamber. Fourthly, on issues affecting

[11] Devolution, Federalism and a new Constitution in the UK; *Public Law for Everyone,* London, 2014.

powers and functions of any of the orders specifically, constitutional amendments must involve significant proportion of the units. Fifthly, either by the judiciary or through the second legislative chamber, there must be a system for resolving disputes. Finally, there must be principles, institutions and mechanisms to enhance collaboration between the units and the federal government, especially in respect of shared functions (Watts, 2008).

Though the system in Kenya is referred to as a devolved system, it contains all the ingredients of a federal system. For instance, there are two levels of government, autonomy is guaranteed through the apportionment of roles in the constitution, there is senate to represent the county government, the national government cannot take the powers conferred on the county government except through a referendum and there are institutions established to ensure intergovernmental relations amongst the levels of government. Therefore though, the name federal doesn't appear in the Kenyan system, the system has all the requirements of a federal state.

With devolution, each county government is empowered to come up with their own programs and projects in accordance with the needs of its people. It focusses on good governance and improvement of the standard of living of the people. These programs are based on intergovernmental arrangement between the national and county governments. To achieve that, jubilee government has prioritized four key areas; universal healthcare, affordable housing, manufacturing and food security. This is in line with Third Medium Term Plan under Kenya Vision 2030, Africa Union Agenda 2063 and Sustainable Development Goals.

However, despite these developments there have been issues relating to poor public services, incomplete and abandoned projects, deteriorating standard of living and poor infrastructure networks. Labour strikes, public fights over resources and corruption alongside ballooning public debt, poverty, inequality and low investments remain core challenges. The question that many are asking, what should be done? Is the system to blame or the implementation? Some stakeholders have called for a restructuring of the system,[12] while others push for an overhaul of the system. Considering history of devolution in other countries, it's too early to completely overhaul the system. It has taken some countries many years to fully enjoy the fruits of devolution. In any case, "the length of time that decentralization has been in place is a factor influencing the performance of the system." (Crook & Sverrisson, 2001). It's time we consider the success or failure of the various programs implemented under the system of governance.

There have been various studies on devolution. They have focused on implementation of devolution (Sihanya, 2011; World Bank, 2011). However, these studies were conducted before the coming into force of the system. Various other studies have focused on implementation of particular projects under the devolved system (Adek, 2016; Sikudi, 2017, Abdalla & Otieno, 2017 Solanka, 2015). There has been little, if any, focus on implementation of intergovernmental programs in Kenya.

[12] Various initiatives have been fronted to restructure devolution. Major ones include *Punguza Mzigo* and Building Bridges Initiatives.

The success of devolution is determined by the success of various programs formulated and implemented by the two levels of government.

Programs are a result of government policies. However, the fact that a policy stipulates a particular program, does not guarantee its success. This applies to intergovernmental programs too. Intergovernmental programs suffers from what Berman (1978) calls *adoption fallacy*. Policies formulated at national level may face the challenge of ensuring some degree of consistency in delivery at subnational level, a process that is especially fraught where the subnational level has some separate degree of political authority (Norris et al., 2014). Therefore, it's necessary to consider implementation of intergovernmental program on the success of a particular policy. It's opportune time to study factors affecting implementation of intergovernmental programs in county governments with a view to make the system better and enhance improved service delivery to the citizens.

1.2. Research Objectives

The main objective of this study was to determine the factors affecting implementation of intergovernmental programs in Kenya. The study was guided by these specific objectives;

a) To study the main factors affecting implementation of intergovernmental programs in Kenya.

b) To suggest possible solutions for effective implementation of intergovernmental programs in Kenya.

1.3. Research Questions

a) What are the main factors affecting implementation of intergovernmental programs in Kenya?

b) What are the possible solutions for effective implementation of intergovernmental programs in Kenya?

1.4. Significance of the Study

In order to improve efficiency and effectiveness in provision of services in the public sector, national government decentralizes its powers by transferring some of its functions to authorities at the sub-national/regional and local level (Bwengye & Thornhill, 2015). As a result county governments are mandated to implement these programs. The capability of county governments plays a critical role. The “success or failure of devolved government hinges critically on the nature and capacity of the institutional framework that is put in place, from the inception, to drive and sustain the process for delivering the intended benefits of decentralization and local governance that the citizenry have agitated for and also deserve” (Hope, 2014). To ensure efficiency and effectiveness in provision of service delivery, there is need for knowledge on implementation of intergovernmental programs. This study strived to analyze factors affecting implementation of intergovernmental programs. The findings of this study forms a knowledgeable ground on which intergovernmental programs will be structured to ensure effective implementation.

The study also provided possible solutions for effective implementation of intergovernmental programs in Kenya. This will enable policy makers mandated with the duty of overseeing implementation to take into account the solutions and measures for effective implementation of intergovernmental programs in Kenya. It is speculated that in case intergovernmental programs are well implemented, it will spur social and economic development across all counties of Kenya.

1.5. Limitations of the Study

The study was limited to five factors whereas there are many factors affecting implementation of intergovernmental programs in county governments.

This study was also intended to focus on all key informants involved in implementation of intergovernmental programs. However, with constrains in terms of cost and time, the study was limited to county chief officers, county directors and sub-county administrators in six counties.

There was also a limitation of some respondents not willing to give concrete information during the interviews for fear of any adverse repercussions. The researcher tried to overcome this limitation by making assurances to the respondents that their information would be kept confidential and that the study will only be for academic purposes.

1.6. Research Methodology

This study used qualitative methodology to study the factors affecting implementation of intergovernmental programs in county governments. The study adopted primary data through the use of in-depth interviews of thirty (30) respondents drawn from six county governments in Nyanza region. Secondary data from laws, government reports and other agencies reports were also used in this study.

1.7. Organization of the Study

Chapter one converses background to the study. It identifies research problem and a statement of the problem. It provides an understanding of evolution of governance and intergovernmental programs in Kenya. In addition, the chapter defines the scope of the study, research questions and objectives, significance and limitations of the study.

Chapter two discusses intergovernmental programs, literature on theoretical approaches to implementation, key factors affecting implementation of intergovernmental programs in Kenya and the proposed conceptual framework.

Chapter three mainly focuses on research methodology, research design, data collection and analysis technique.

Chapter four analyses the findings and assessing the impact of resources, intergovernmental relations, community participation, environmental factors and implementing agencies on implementation of intergovernmental resources. Finally, chapter five provides conclusions and recommendations.

Chapter Two: Literature Review

2.0. Introduction

This chapter discusses literature on implementation of intergovernmental programs. Literature review helps in understanding the subject under study. This chapter explains intergovernmental programs, theoretical approaches and models in implementation, and the conceptual framework. This chapter then discusses how resources, community participation, intergovernmental relations, environmental factors and implementing agencies affect implementation of intergovernmental programs.

2.1. Intergovernmental Programs

The term intergovernmental programs can be defined as programs administered and/or financed by more than one level of government or jointly by two or more units of the same level. In this case the national government comes up with a policy where the local government implement the programs (Berman, 1978). The first step involves the translation of a policy decision into a specific intergovernmental program whose presumed objective is to carry out the policy's intent. Intergovernmental programs are based on the basis that the national government is endowed with many resources as compared with local governments.

Although implementation of intergovernmental programs require local governments to adapt a program to their local settings, implementation of intergovernmental programs require variation in the standard operating procedures of local governments.

The local government may also adapt to the program. This is because local governments must respond to exogenous events such as change in governments, economic developments, changes in technology and the local environment. The local environment is especially important in the success of intergovernmental programs. This is because “when central planners design rural development projects in the national capital without thoroughly understanding local social, economic, physical, and organizational conditions, the often generate opposition among local groups or encounter such apathy that the projects are doomed to failure at the onset” (Cheema & Rondinelli, 1983).

Local government’s priorities may also affect intergovernmental programs. For example, if local government’s priorities are not in agreement with the national government goals, adoption of such programs may be merely pro forma. This is the reason intergovernmental programs require collaboration among stakeholders. Without “collaboration and the failure to establish a common ground for public problem-solving through a constructive management of difference remains one of the key reasons for subsequent implementation difficulties” (Hudson, Hunter, & Peckham, 2019).

In USA, where the intergovernmental relations is more progressive, implementation of intergovernmental programs is well established. It’s out of the federal governments need to provide federal aid to the states and local government. There are three models under which the federal government offers aid to state and local governments (Elazar, 1972). Elazar (1972), suggested three models; federal government as a servant model where the federal government raises revenue which it funnel back to state and local governments without specifying how the money is to be used; national uniformity model that encompasses where strict, uniform conditions are attached to the federal funds distributed to state and local governments; and local right/national interest model where national interests compel the federal government to attach uniform standards to the funds it distributes to state and local governments, but at the same time the federal government acknowledges the existence of differing and legitimate state and local needs.

2.2. Intergovernmental Programs in Kenya

Implementation of intergovernmental programs can be traced back to independence. After 1963, Kenyan government adopted *Harambee*[13] philosophy that was geared at "social inclusion and integration of populations in development process" (Leys, 1994). In 1965, the government established District Development Committees and District Advisory Development Committees that were spearheaded by the District Commissioners. Heads of ministries departments, chairmen and clerks of county councils, representatives of NGOs and representatives of professional associations were other members of District Development Committees (Chesire, Mutiso, & Chege, 2015). These committees were meant to mobilize resources and attract government funds for grassroots programs.

[13] This is where the local people are involved in development through pulling together doctrine.

In 1965, parliament unanimously passed African Socialism and its Application to Planning in Kenya.[14] The policy statement provided for community development by ensuring that planning would be extended to provinces, districts and municipalities so as to ensure that progress towards development were made at each administrative unit; self-help schemes would be planned and controlled to ensure that they were consistent with national development; there were emphasis on education and training to enhance capacities of citizens so as they would take up positions left behind by expatriates; priority would be given to consumer co-operative and there was need to develop the less developed areas of the country to ensure even development (Republic of Kenya, 1965).

In orders to further enhance local development, in 1966[15] the government established Special Rural Development Programme (SRDP). The government's intention was to "stimulate increased incomes and job opportunities in 14 selected divisions in Kenya which could be used as a benchmark before rolling it out to other regions in Kenya" (Chesire, Mutiso, & Chege, 2015). However, the program was abandoned in 1971 allegedly because there was "confusion regarding its objectives, excessive expatriate involvement, lack of support from senior civil servants, lack of qualified field staff to implement the program and the supremacy threats from provincial administration"

[14] Policy statement that was introduced by Tom Mboya was taunted to substantially spearhead development in Kenya. However, it was seen as a ploy to enhance 'bourgeois socialism' and enhance American neo-colonialism (Leys, 1994).

[15] In a conference held in Kericho, the government established the Special Rural Development Programme. The intention was to apply the programme in selected districts before rolling it out to other districts in the country

(Chesire, Mutiso, & Chege, 2015). The collapse of the program is also attributed to its failure to involve the beneficiaries.

In 1969, in order for the districts to implement specific development plans, the government launched the District Development Grant Programme.[16] However, just like other prior programs, it did not last for long. Its failure was majorly attributed to corruption.

That did not deter the government from decentralization programs. In 1982, the government established District Focus for Rural Development. The objective of DFRD was to allocate more resources for rural development and enhance community participation. Opon (2007) states the objectives of DFRD to include; broadening the base of development by moving most decisions on planning and management of district specific projects close to the point of implementation, encouraging local participation so as to improve problem identification, effective mobilization and utilization of resources, removal of delays in decision-making and speeding up of project implementation and increase in coordination and sharing of development resources between various partners and enhancing utilization of local resources.

In order to achieve these objectives, districts were encouraged to submit proposals for funding from the national government. The program also failed in 1988. Chesire et al. (2015) attribute its failure to a number of reasons: Firstly, the government did not disburse adequate funds to the districts. Secondly, the programme excluded the poor and the vulnerable groups from direct involvement in project design and

[16] Later Rural Development Fund

implementation. Thirdly, there was inadequate preparation by the government to implement the programme coupled by the unfamiliarity of district staff with participatory methods. Fourthly, there was rampart corruption which led to the procurement of unsuitable materials, equipment and machinery for use in the development programs. Finally, there was absence of monitoring and evaluation on how the programs was being implemented. The program failed to address the issues it was meant to tackle; community participation in development and eradication of poverty.

In June 1999, Kenyan government started implementing Local Authority Transfer Fund (LATF) [17] program. Under the program, local communities identified development projects at the grassroots through the Local Authority Service Delivery Action Plan (LASDAP). After identification of development projects, the local communities would then submit proposals to county, town or municipal councils for funding. The fund received 5% of national income tax revenue that was allocated to 175 local authorities based on an equitable formulae. The program was largely successful due to involvement of the community and other stakeholders. However, it also faced challenges of embezzlement of funds and interference by some elected local leaders.

In 2003, the government established Constituency Development Fund.[18] Perhaps the biggest and most comprehensive form of fiscal decentralization initiated by the State

[17] Vide Local Authorities Transfer Fund Act No. 8 of 1998
[18] Vide Constituency Development Fund Act No. 11 of 2003

since independence. It shifted project formulation and implementation from line ministries to communities thus encouraging local initiatives, participation supervision.[19] However, with the advent of devolution, the government funding shifted to the counties. The counties became the avenues for implementation of programs. Though National Government Constituency Fund is still operational, there have been calls for its reforms and even scrapping it to channel the funds to the counties.

The new constitution of Kenya stipulates each level of government's functions, roles[20] and shared functions as shown in Table 1. This is meant to demarcate each level of government's mandate and role in implementation of programs.

Table 1: Functions of National and County Governments

Function	**National**	**County**
Security	Exclusive	
Foreign Affairs	Exclusive	
Environment	Policy, protection	Implementation of national government policies
Economic Management &Planning	National policy, planning, monetary policy, financial regulations	County planning, statistics
Commerce	Regulation, incl. labour standards, consumer protection,	Trade development and regulation, incl. business licenses, markets, fair trade practices, cooperatives

[19] On 27th July 2012, The Standard Newspaper reported that Reforms to CDF Kitty are a breath of fresh air. <https://www.standardmedia.co.ke/article/2000062723/reforms-to-cdf-kitty-are-a-breath-of-fresh-air> Accessed on 19th November, 2019.
[20] Fourth Schedule of the Constitution of Kenya, 2010

	intellectual property rights	
Land	Policy, country planning coordination	Land survey and mapping
Water and Sanitation	International waters, water resources management	Service delivery
Infrastructure& Energy	Policy, national infrastructure, national standards	County roads, transport, energy infrastructure/regulation
Transport & Communication	National policy, telecommunications, railway, civil aviation, broadcasting	County public transport
Education	Policy, tertiary, secondary and primary education	Vocational, pre-school education
Health	Policy, national referral hospitals, regulation of professions	County medical services, public health, primary health promotion
Agriculture & Livestock	Policy	Agriculture and veterinary services, plant and animal disease control
Tourism	Policy and development	Local tourism
Housing	Housing policy	Housing provision
Culture and Sports	National museums and monuments, sports promotion, sports education	County cultural, recreational and sports amenities

Source: Adapted from (Ndii, 2010)

In order to implement these programs under the mandate of county governments, most counties established Ward Development Funds. The Fund aims to facilitate development in the wards by implementing the mandates stipulated under the Fourth Schedule of the constitution. The Fund is similar to National government CDF. However, the same has not taken off with a number of issues raised by Controller of Budget yet to be settled. Among the issues include conflict of interest and legal frameworks.

In order to fulfil its election promises, Jubilee Government[21] has prioritized Big Four[22] key areas; universal health coverage, affordable housing, enhancing manufacturing, and food security and nutrition. To achieve these, all government entities are required to come up with programs geared towards the same. County governments are also required to prioritize programs in sync with Big Four Agenda. Notably, most of the programs under Big Four Agenda are part of the Third Medium Term Plan (MTPIII) 2018-2022 under Kenya Vision 2030.

Under universal healthcare, the national government invests in various programs. These includes furnishing two hospitals in every county with specialized medical equipment under Managed Equipment Service Programme.[23] Without the support of

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[21] Government that first came into office after 4th March 2013 general election under President Uhuru Kenyatta.
[22] The Big Four Agenda were announced by President Uhuru Kenyatta during the start of his second term in December 2017.
[23] Under the Managed Equipment Service Programme, the national government equipped county hospitals with ICU/HDU Equipment, Renal (Dialysis) Equipment, Sterilized and Surgical sets, Imaging and Radiology Equipment and Theatre Equipment https://www.delivery.go.ke/flagship/mes> Accessed on 4th December 2019

the national government, county governments would not manage to purchase these equipment which are costly yet essential and indispensable.

The national government also came up with free maternity programme commonly referred to as *Linda Mama Programme*. Under the programme the national government caters for all maternity health services in all public health facilities including in the counties. This is meant to reduce maternal mortality, infant mortality and neonatal mortality as well as increase child vaccination rates in the country. There is also Free Primary Health Care Services Program implemented at the county levels.

The government also rolled out National Hospital Insurance Fund. This is to ensure that the populace are able to pay for quality medical care under Universal Health Coverage. Universal Health Coverage means that all people and communities can use the promotive, preventive, curative, rehabilitative and palliative health services they need, of sufficient quality to be effective, while also ensuring that the use of these services does not expose the user to financial hardship.[24] Under this programme, county government are the drivers by enrolling residents through community based model initiatives. Thus county governments are required to come up with relevant initiatives to encourage enrolment of citizens into the programme.

Manufacturing sector is crucial for the achievement of Kenya Vision 2030 and is arguably the most important for job creation because of its strong forward and

[24] Defined by World Health Organization (WHO) https://www.who.int/health_financing/universal_coverage_definition/en/> Accessed on 19th November, 2019

backward linkages with other sectors in the economy.[25] Though the agenda does not provide specifically the roles played by counties, counties are key drivers of small scale producers. Counties thus play a role in offering enabling environment for doing business. Levies and rates charged by county government go a long way in determining ease of doing business.

In order to enhance food security and nutrition, the government has prioritized a number of programs. Some of the programs include Agriculture Sector Development Programme, Strategic Water Storage Program, Smallholder Horticulture Marketing Programme, National Expanded Irrigation Programme, Fall Amy Worm Mitigation Measures, Thwake Multipurpose Water Development Programme, Kenya Cereal Enhancement Programme and Fertilizer Subsidy Programme that aims at facilitating farmers with fertilizer for farming. These programs are implemented in liaison with county governments. County governments are invigorated to boost small scale productivity through small scale irrigations, environmental conservations, provision of extension service and establishing credit systems; charging reasonable levies and negotiating access to markets across counties and abroad. Some of the projects carried out in the counties to achieve these programs include Galana Kulalu Irrigation Project, Bura Irrigation Rehabilitation Project and Mwea Irrigation Development Project and National Agricultural and Rural Inclusive Growth Project.

[25] Parliamentary Budget Office, August, 2018: Budget Watch for 2018/19: Eye on the 'Big Four' http://www.parliament.go.ke/sites/default/files/2018-09/Budget%20Watch%202018.pdf> Accessed on 12th November, 2019

Under affordable housing agenda, the national government planned for delivery of 500,000 housing units by 2022[26]. This cannot be achieved by the national government alone. The national and county governments need to collaborate. While national government initiates the policy and ensures access to affordable mortgages, county government are critical in implementation by providing public land, urban planning approvals and provision of social amenities.

The constitution [27] empowers governments at all levels to cooperate and set up joint authorities and blocs to enable them foster economic development. As a result several counties have formed county regional economic blocs. So far 6 county regional economic blocs have been formed. The aim of these regional economic blocs is to guide regional development by leveraging on existing assets and shared values. Membership to these blocs was born out of understanding that strategic connections between counties with shared interests is an effective means of creating development across counties, enhancing access to new and expanded markets, leveraging on comparative county strengths and improving use of shared resources like lakes, rivers, forests and mountains.[28]

So far six regional economic blocs have been created namely Lake Region Economic Bloc (LREB, 13 Members), North Rift Economic Bloc (NOREB, 7 Members), Central Kenya Economic Bloc (CEKEB, 10 Members), *Jumuiya ya Kaunti za Pwani*

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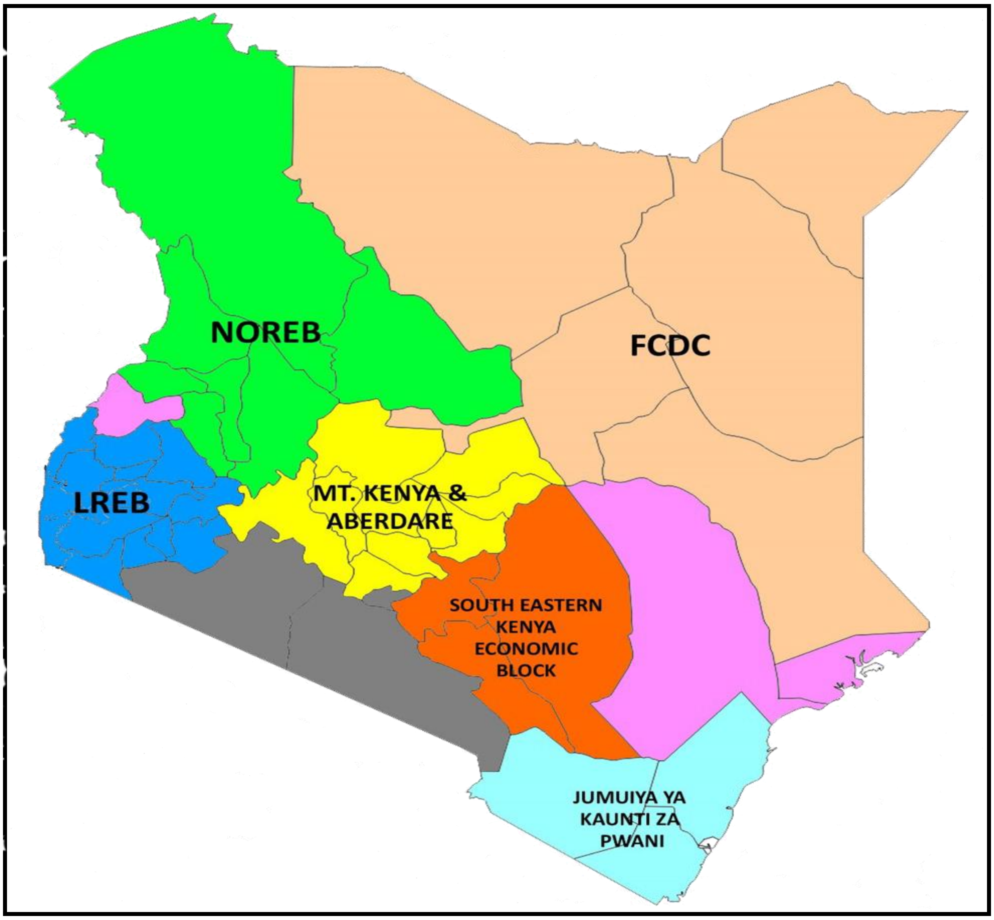
[26] President Uhuru Kenyatta Jamhuri Day Speech on 12th December 2017 http://www.president.go.ke/2017/12/12/speech-by-his-excellency-hon-uhuru-kenyatta-c-g-h-president-and-commander-in-chief-of-the-defence-forces-of-the-republic-of-kenya-during-the-2017-jamhuri-day-celebrations-at-the-moi-international/> Accessed on 12th October 2019
[27] Article 189 of the Constitution of Kenya, 2010
[28] Lake Region Economic Bloc Blueprint, 2017

(6 Members), South Eastern Kenya Economic Bloc (SEKEB, 3 Members) and Frontier Counties Development Council (FCDC, 7 Members). The success of the regional blocs will depend on the political goodwill among the county governments, the management of shared resources and the impact of the blocs on economic development of the country.

Map 1: Map of Kenya showing inter-county regional economic blocs



Source: (Council of Governors, 2019)

2.3. Implementation

Implementation has been neglected by policy studies for a long time, because it was assumed irrelevant in a process in which policy decisions were automatically carried out by administrative arm as intended and with desired results (Howlett & Ramesh, 1998). After 1970s, policy implementation became the object of policy research (Winter, 2003) and since them various implementation studies have come up with models and approaches (Winter, 2006). Just like varying models and approaches, scholars have differing definitions of what implementation constitutes (Signe, 2017). Earlier scholars defined implementation as the ability to forge subsequent links in the causal chain so as to obtain the desired results (Pressman & Wildavsky, 1973). A process of putting plans into action for the accomplishment of set objectives. It involves the execution, the carrying out of a method, plan or action, model or policy in order to achieve something. In public administration implementation achieves a public goal. The policy decision, usually incorporated in a statute can also take the form of an important executive orders or court decisions (Mazmanian & Sabatier, 1983).

After 1970s, scholars started focusing on policy implementation where the earliest contributions to the literature opened up the field by pointing the gap between policy goals and results (Lindquist & Wanna, 2015). Since then various studies have tried to explain the aspect of policy implementation. The study of policy implementation is crucial for the study of public administration and public policy (Edwards, 1984). In particular, there was considerable interest in how policies and programs legislated at the national and federal level of Government might not have achieved the hoped-for results on the ground and how they could take shape in very different ways in different sub-national and local jurisdictions (Lindquist & Wanna, 2015). The study of policy implementation developed because the intentions of policymakers were not translating into the desired policy results (Signe, 2017). This begged the question why results expected are not the results achieved? Some writers point to implementation as the answer. As a result, scholars tried to identify factors affecting the success or failure of policy implementation (O'Toole, 2000).

Implementation arises from the interaction of a policy with its setting. “We cannot anticipate the development of a simple or single retrospective theory of implementation that is context free. Nor can we expect predictive analysis to yield cure-alls for the uncertainties of implementation” (Berman, 1978). Studying factors for success or failure of a policy in implementation science has not been as complicated as policy implementation. In implementation science, the findings are highly quantitative, because isolation of dependent and independent variables is straightforward. That is not the case in studies of policy implementation which tend to rely on natural experiments (Nilsen, Stahl, Roback, & Cairney, 2013). Various contextual factors can derail otherwise ideal implementation practice, and given the nature of the field, controlled experiments are not likely representations of real world implementation scenarios (Signe, 2017). Given the innate complexity of implementation and the considerable amount of data which indicate that implementation continues over time, a number of researchers have preference for the case study approach rather than the use of statistical methods based on a well arranged survey (Goggin, 1986).

Despite decades of implementation research, scholars have agreed that implementation is far too complex to be accounted by a single theory (Winter, 2011). Furthermore, implementation is inextricably linked to other parts of the policy process, and implementation research is "often performed under the labels other than 'implementation' such as governance, policy design and instruments, network studies, outsourcing, public-private partnerships, street level bureaucracy, management, 'new public management,' principal-agent studies, performance, regulatory enforcement, and compliance"(Winter, 2011). Equally, the sheer difficulty in finding a cohesive implementation model may lie in the fact that generalization as such is virtually impossible to achieve (Hill & Hupe, 2002). Thus studies of implementation should be specific on a particular context.

2.3.1. Top-down

This theory uses the decision of an authority as a starting point, identifying the tractability of the problem and the ability to structure implementation as well as the non-statutory variables affecting implementation (Signe, 2017). The top-down theory assumes that policy implementation begins with central government decisions with clear objectives (Hill, 2005), who have significant degree of control over the political, organizational, and technical factors that influence implementation (Williams, 1982). It's based on an assumption that only policy decisions made by top officials are legitimate and thus workers at the bottom are forced to carry out the decisions faithfully (Kim, 1991). Sabatier & Mazmanian (1980) suggests that variables are divided into three independent variable with one group of dependent variables. The independent variables include; tractability of problems, ability of statute to structure implementation, non-statutory variables affecting implementation while dependent variables include; policy outputs of implementing agencies, target group compliance with policy outputs, actual impacts of policy outputs, perceived impacts of policy outputs and major revision of state or policy (Sabatier & Mazmanian, 1980).

“Top-downers” ask themselves the following questions (Sabatier, 1986);

(1) To what extent were the actions of implementing officials and target groups consistent with that policy decision?

(2) To what extent were the objectives attained over time, i.e., to what extent were the impacts consistent with the objectives?

(3) What were the principal factors affecting policy outputs and impacts, both those relevant to the official policy as well as other politically significant ones?

(4) How was the policy reformulated over time on the basis of experience?

Other scholars suggests six variables that shape the linkage between policy and performance (Van Meter & Van Horn, 1975). These include; policy standards and objectives, resources, intergovernmental communication and enforcement activities, characteristics of implementing agencies, economic, social, and political conditions and disposition of implementers. Although numerous studies based on the top-down approach identify variables affecting implementation, all are criticized for failing to specify the relative importance of the variables to implementation success (Kim, 1991).

This theory has been criticized for making an assumption that policymakers can control policy implementation environment (Elmore, 1979), neglecting prior context and political aspects, as if implementation were only a matter of administration, depending only on the availability of resources (Signe, 2017), focusing on the entity involved in making policy rather than those affected by it (Cerna, 2013) and ignoring the role of policy proponents (Moe, 1989). Top down theory has been disputed to be out of touch with modern reality. The days of solving major problems through an 'engineering' approach have ended. Modern society is now seen as pluralistic rather than homogenous, and not amenable to top-down general solutions. Social groups increasingly exhibit important differences in aspirations, values, and perspectives that confound the possibility of clear and agreed solutions (Head & Alford, 2015).

2.3.2. Bottom-up

This theory starts at the bottom, identifying the goals of actors involved in the intervention delivery process. By tracing the network of stakeholders involved in the policy delivery process, they conclude that those responsible for implementation are more important to success than centralization or top-down administration (Hjern & Hull, 1982). This theory views policy from the perspective of the target population and the service deliverers (Signe, 2017). The discretion of those who are relied upon to implement policy in the field is a key factor in successful implementation (Lipsky, 1980). The bottom-up approach emphasizes the role of administrators at the local level who are directly involved in implementation in accordance with their responsibilities to accomplish the policy's aims and objectives (Birkland, 2005). The theory emphasizes the role played by street level bureaucracy in the success of implementation of a public policy. Bottom-up theorists tend to believe that centralized decision-making is poorly adapted to local conditions and flexibility is important to reach goals (Signe, 2017).

Further, rather than implementing policies with fidelity, each street-level bureaucrat is forced to adapt a policy mandate aiming as far as possible to circumvent varying resource constraints (Signe, 2017). The bottom level staff knows a lot more about problems than the top level ones (Winter, 2006). Since they understand the real situation on the ground, they are better suited to implement public programs better.

However, bottom-up theorists are criticized for overemphasizing on local autonomy and favoring administrative accountability over democratic accountability and the ability of policy leaders to structure local behaviours (Signe, 2017). Further, since they argue that implementation occurs at the bottom independently of the top they are likely to neglect the role of central officers in the implementation process (Sabatier, 1986).

One of the key difference between top-down and bottom-up approaches is the evaluation of the success or failure of implementation. While both use legislative objectives to measure success or failure, top-down approaches see evaluation as determinant on goals achievement (Sabatier, 1986). On the other hand, bottom-up approaches argue that the gap between legislative objectives and resources change the nature of implementation (Signe, 2017).

The bottom-up theory is used to explain the implementation of this study since the local implementers who are county bureaucrats are directly involved in the implementation of intergovernmental programs in Kenya. Their discretion and strategies are pivotal in the success of implementation of programs in county governments.

Table 2: Comparison of Top-down and Bottom–up Theories

Aspects	Top-down Theory	Bottom-up Theory
Research Strategy	Top-down from Policy Making to Policy Administration	Bottom-up from Local Staff to Administration Network
Goals of Analysis	Predictive/Policy Recommendation	Descriptive/Explanation
Model of Policy Process	Stagiest	Fusionist
Character of Implementation Process	Hierarchical Guidance	Decentralized Problem Solving
Underlying Model of Democracy	Elitist	Participatory

Source: (Pulzl & Treib, 2007)

2.3.3. Synthesis

In response to criticisms of these theoretical approaches, several scholars have made efforts to synthesize virtues of both approaches to produce an amalgamated revision (Kim, 1991). Scholars began to recognize the value of the top-down and bottom-up approaches and made a major attempt to combine them into a comprehensive explanatory approach (Signe, 2017). This is based on the comparative advantage of both approaches (Sabatier, 1986). Their misgivings also played a role in determining middle ground approach. Thus, “just as top-downers are in danger of overemphasizing the importance of the centre vis-à-vis the periphery, bottom-uppers are likely to overemphasize the ability of the periphery to frustrate the centre (Sabatier, 2007b). However, since there is limited explanatory ability of the dynamics of implementation from both top-down and bottom-up approaches' respective analytical frameworks, a hybrid model tends to incorporate insights of both approaches into their theoretical models (Pulzl & Treib, 2007). A model that balances the role of the periphery and the centre.

Sabatier (1986) suggests that top-down approach is used in "situations where there is a dominant piece of legislation structuring the situation or in which research funds are limited, one is primarily interested in mean responses, and the situation is structured at least well" while the bottom-up on is used in "situations where there is no dominant piece of legislation, but rather large numbers of actors without power dependency, or where one is primarily interested in the dynamics of different local situations." Kim (1991) suggests the need to use the "comparative advantage" of top down and bottom up approach.

According to Beman (1978) implementation occurs in two levels. At the macro implementation level, centrally located actors devise a government program; at the micro implementation level, local organizations react to the macro level plans, develop their own programs, and implement them (Berman, 1978). In essence, the decision makers come up with a policy while those subject to their decisions implement it according to their circumstances. This study substantially uses this model since implementation under devolved system is twofold. The national government comes up with various policies then county governments are mandated to implement such policies through coming up with own programs.

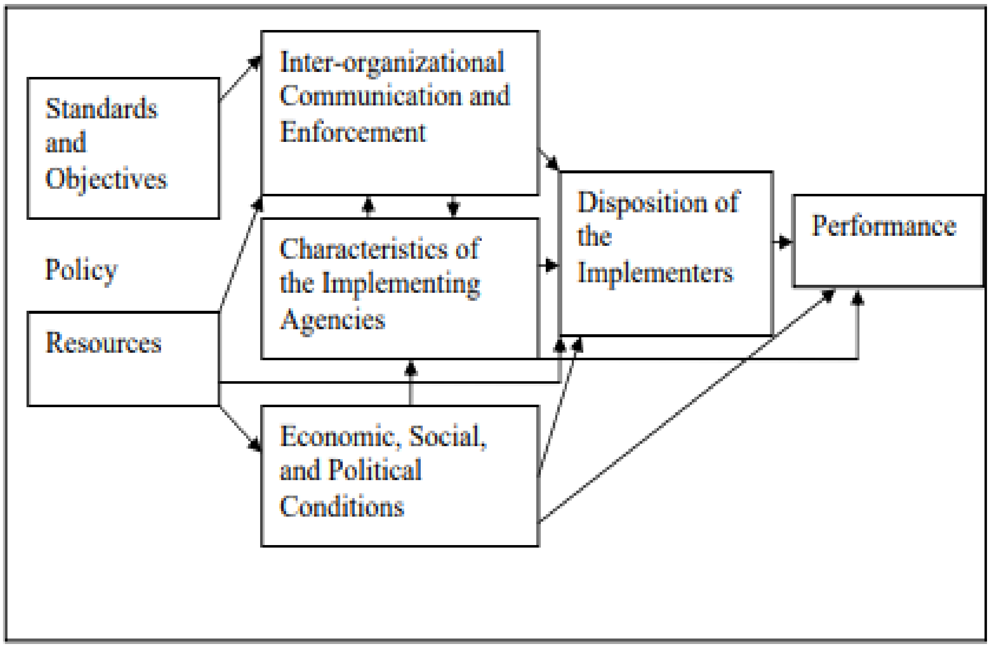
2.4. Models in Policy Implementation

2.4.1. Intergovernmental Policy Implementation Model

This model was advanced by Van Meter and Van Horn.[29] They used Organizational Theory, intergovernmental relations and studies on public policy to develop the model (Van Meter & Van Horn, 1975). Under this model six variables are dynamically linked to performance. The six variables are resources and incentives, policy standards and objectives, characteristics of the implementing agencies, the economic, social and political environment, interorganizational communication and enforcement activities and the disposition or response of implementers (Van Meter & Van Horn, 1975).

[29] Van Meter & Van Horn (1975): The Policy Implementation Process: A conceptual Framework. Administrative & Society, Vol. 6 No. 4

Figure 1: Intergovernmental Policy Implementation Model



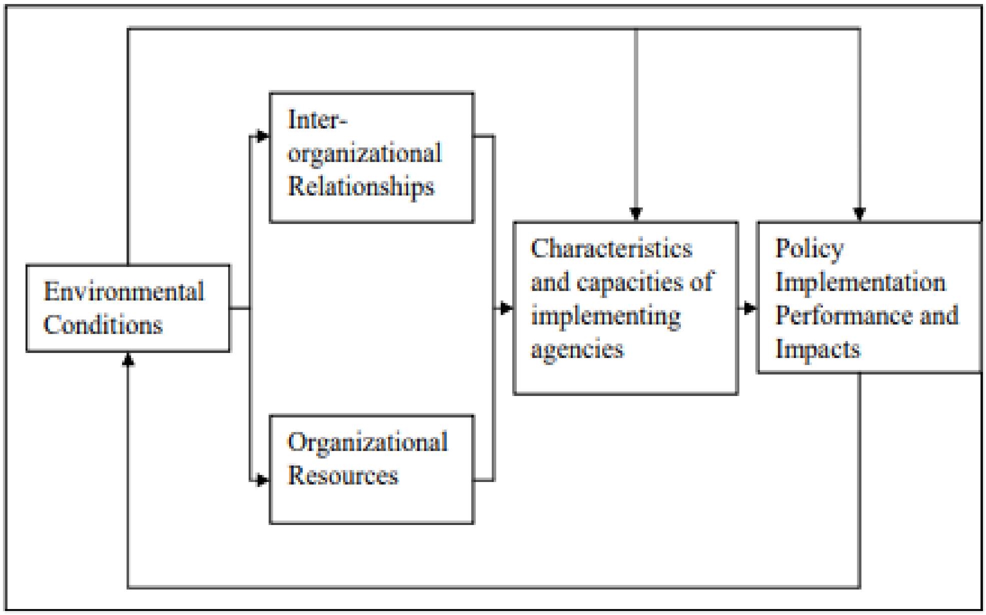
Source: (Van Meter & Van Horn, 1975)

2.4.2. Decentralization Program Implementation Model

This model was developed by Cheema and Rondinelli.[30] According to this model, performance and impact of policy implementation in a local region is influenced by interorganizational relationships, environmental conditions, characteristics and capabilities of implementing agencies and organizational resources for program implementation. (Cheema & Rondinelli, 1983).

[30] Cheema & Rondinelli (1983): Decentralization and Development: Policy in Developing Countries

Figure 2: Decentralization Implementation Model

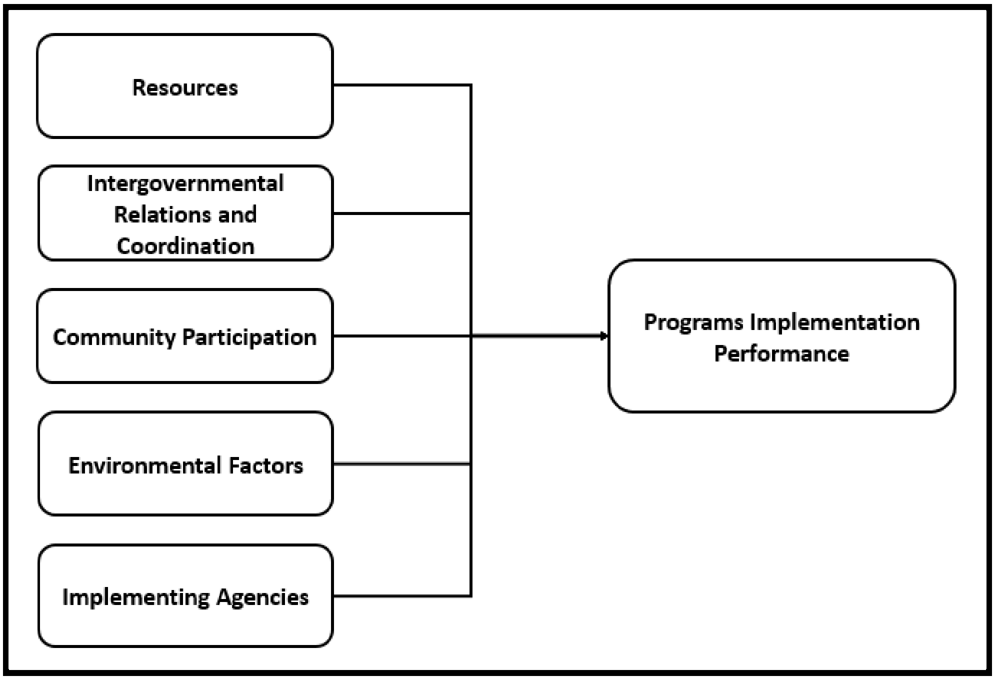


Source: *(Cheema & Rondinelli, 1983)*

2.5. Conceptual Framework

A conceptual framework is a hypothesized model identifying the model under study and the relationship between the independent variables and dependent variable (Mugenda & Mugenda, 2006). Kothari (2004) asserts that an independent variable is a variable that is manipulated by the researcher, as a result causes an effect on the dependent variable. A dependent variable is the outcome variable that is being predicted and whose variation is what the study tries to explain (Cooper & Schindler, 2014). Based on the various implementation models and related studies, the proposed conceptual framework will have resources, intergovernmental relations, community participation, environmental factors and implementing agencies as independent variables while programs implementation performance as the dependent variable.

Figure 3: Proposed Conceptual Framework



Source: Researcher

2.5.1. Resources

2.5.1.1. Human Resources

Human resource management is a coherent and strategic approach to the management of an organization's most valued assets – the people working there who individually and collectively contribute to the achievements of its objectives (Armstrong, 2006). The sufficiency of human resource is an important factor that affects implementation (Pressman & Wildavsky, 1979). The human capital thus becomes a valuable aspect in an organization (Sarnovics, 2010). It is generally accepted that human resource is the key asset in the new world market in order to achieve the competitive advantage as all other assets are nothing more than commodities that can be purchased at market prices (Makena et al., 2018). Thus, for organizations to prosper, they need to have a knowhow of how they treat and create capacity in their most important asset – the human resource. The human resource represents great transformation in the implementation processes that is relatively new aspect in the field of human resource management as it acts as an important role of human resource management in focusing about the management of employee and organization performance as a tool to gain competitive advantage (Dessler, 2012).

Effective human resource management enhances optimum performance in an organization. To achieve this, organizations need to identify organizations needs by defining the requirements and evaluate the degree to which expected levels of performance are achieved through effective use of knowledge and skills, and appropriate behaviour (Makena et al., 2018). In this way, managers will need to collaborate and consider employees as part of their own in order for them to deliver the required performance (Makena et al. 2018). Under intergovernmental setting, county employees are the most important aspect of implementation.

In developing countries, the skills of civil servants are not only scarce *per se*, but often challenged by ambitious and broad policies formulated by governments (Jain, 1999). This puts a strain on government employees. To bridge the gap, arrangement and solutions for knowledge sharing and human resource pooling in an area with limited staff or access to staff with right competencies and skills is necessary. Capacity building is paramount in improving the capabilities of employees. Capability implies the knowledge, skills and attitudes of the individuals, separately or as a group and their competence to undertake the responsibilities assigned to them (Stephen & Triraganon, 2009).

Sometimes, intergovernmental programs are "implemented by program operators who may or may not be in sympathy with the plans, may or may not have understood them, but in any case will certainly be governed by their own motives and imperatives, both personal and programmatic" (Levine, 1972). In such instances, the role of program champion or leader comes in. To show direction and motivate such employees.

2.5.1.2. Financial Resources

For a successful implementation of a policy, policy makers need financial resources (Sabatier & Mazmanian, 1983). They are recognized as essential factors in the effectiveness of policy implementation (Van Meter & Van Horn, 1975). Resources are limited and scarce. As a result resources should be well utilized to achieve policy objectives. Enhanced decision-making power, authority and control over resources play a pivotal role in economic and social development (Cheema & Rondinelli, 2007). Financial resources are important in policy implementation (Goggin et al., 1990a). In fact, a certain amount of resources is required in order to fulfil intended goals (Kim, 1991). It is important that county government have adequate financial resources at their disposal to run their programs. However, given their small tax and revenue base (Anderson, 1994), they are left with no option but to go beyond just end user fees on water, electricity and sanitation services to depend heavily on intergovernmental transfers or grants in order to boost their low revenue collection (Tullock, 2016).

The national government needs to transfer adequate financial support to the county governments. It brings the government closer to the people. By bringing government closer to the people, it is asserted that the government will be better informed of local needs and preferences, resulting in increased accountability and enhanced responsiveness of officials and government at the empowered local or regional level (Oates, 1972). The objective of the distribution and stabilization branches, however, require primary responsibility at the central level (Musgrave, 1959). Therefore the local governments get a small transfer from the national government.

As a general principle, resources need not only be made available for implementation, they need to be available in the right combination (Dimitrakopoulos & Richardson, 2001). Although other factors are important, “without funding, there is often an inability to mobilize other aspects of an implementation strategy” (Signe, 2017). Thus county governments need financial resources to marshal other factors for developmental programs. Financial resources are scarce and therefore there is need for prudent financial management to ensure sustainable utilization of the available resources. One of the ways is to employ independent expenditure tracking systems to ensure funds are spent prudently on intended purposes.

2.5.1.3. Technical Resources

Technical resources are also an important resources in any organization. They include the physical infrastructures that accommodate staff, official and other infrastructural networks. They impact on the implementation of intergovernmental programs. The capacity of decentralized units to carry out their assigned responsibilities has also been adversely affected by the limited physical infrastructure and transport and communications facilities in rural areas (Rondinelli et al., 1983). Cases of poor infrastructure are rampant in the local governments. For example, inadequate refuse collection in Nakuru, Kenya is regularly affected by both inadequate number of trucks and poor maintenance of the few available trucks (Nyasani, 2009). There have also been issues of poor infrastructure in water connection services. This ultimately affects the provisional of services and the success of intergovernmental programs.

There is need for technical resources needs assessment to be conducted to establish immediate and future needs. This will guide better planning and sourcing of resources.

2.5.2. Community Participation

Much of the growing interest in implementation arises out of the recognition that policies cannot be improved without understanding the implementing agencies which turn policies into actions (Kim, 1991) and the local community (Bwengye & Thornhill, 2015) who are vital in determining the success of a program. Community participation entails a range of activities by stakeholders. Various terms have been used to refer to this kind of participation. Some scholars refer to it as community engagement, others citizen participation while others call it public participation. However, whichever term used, "participation is a process through which stakeholders' influence and share control over development initiatives, and the resources which affect them" (World Bank, 2004). Though, arguable, there is an assumption that involvement of community in decision making could boost both local governance and provision of services. This in return could improve the success of a particular program. It’s important for a broad participation in planning as a means for generating deliverer commitment (Fullan & Pomfret, 1977) as well as “continuous collaboration with a range of stakeholders at multiple political, policy-making, managerial and administrative levels as well as the engagement of local “downstream” implementation actors such as end users, frontline staff and a range of local service agencies” (Hudson, Hunter, & Peckham, 2019).

In order to put the principle of ‘public participation’ into practice to ultimately influence decisions made either by public or private sector regarding implementation of programs, the ordinary community members or end users would usually organize and subscribe to various community-based organizations or civil society organizations including non-governmental organizations (Kyessi, 2003). This commences by local governments displaying summary of information about resources available in public places and media inviting stakeholders for consultative meetings. This helps in empowering local citizens with relevant information regarding particular intergovernmental programs.

Community participation allows ordinary citizens to not only influence but also physically participate in decision making processes in from policy making to implementation of programs. It creates self-reliance and community empowerment. It also helps in addressing marginalization and inequity by allowing the stakeholders to decide on their priorities and use of resources. Research also shows that public participation helps in maintaining political stability. Greater public participation in development planning and management supposedly promotes national unity by giving groups of people in different regions in a country a greater ability to participate in planning and decision making, and thus increase their stakes in maintaining political stability (Rondinelli et al., 1983).

Questions whether the stakeholders "are equipped with the requisite skills, competences, capacities, and capabilities to address such systemic flaws and succeed in such an endeavor is another matter" (Williams, 2012). It is argued that the central government is equipped with large pool of program administrators and managers. However, entrusting local program administrators and managers with responsibilities could improve local leadership and management since local leaders understand local conditions. Given more managerial discretion, they are better suited to implement local programs better. Moreover, Rondinelli et al (1983) have argued that, central ministries' and agencies' functions have performed poorly because of difficulty of extending central services to local communities. Once a there is an agreement on particular implementations, the county governments are able to get immediate feedback and thus continuously improve quality and standards of the programs.

Community participation is also vital in seeking accountability from the governments. For example, in Uganda, citizen participation or public participation by rural municipalities seemed to have empowered even communities in small towns who could otherwise, not have dared to question those in power. (Devas & Delay, 2006). Equally in Tanzania, ordinary community members, through self-help and local governance within their own neighborhood associations, have locally mobilized to respond to the backlogs in infrastructure service, water supply and sanitation, roads and drainage channels (Kyessi, 2003). Monitoring and evaluation is an important part of building both accountability and a learning process into the developmental program from the beginning, both within and between communities and organizations (Basheka & Byamugisha, 2015).

When utilized well, community participation will not only improve good governance and accountability, but will also encourage the citizens to pay for local services and thus improve the local revenue collection of the county governments.

Though community participation is an important constituent in implementation of intergovernmental programs, use of the same has not been satisfactory in Kenya. The local leaders only seek to do it as a formality. The bureaucrats determine programs without consultations with the local people who are affected by such programs. This has led the "local residents to sabotage, undermine, or simply ignore development projects that they did not want or understand, or that they felt were not in their interests (Rondinelli et al., 1983). Rondinelli et al. (1983) give examples of family planning programs that were shunned by members of the public for failure to understand their intent.

2.5.3. Intergovernmental Relations

Intergovernmental relations (IGR) can be defined as 'the process of interactions between different governments and between organs of state from different organs of state from different governments in the course of discharging their functions" (Kangu, 2015). Intergovernmental relations comprises of all the complex and interdependent relations among various spheres of government as well as the coordination of public policies among different levels. The concept is commonly used to refer to relations between and within levels of government that facilitate the attainment of common goals through cooperation (Opeskin, 2002) and the interactions between the different levels of government within the state (Ademolekun, 2002). These relations and interactions occur through policy alignment, reporting requirements, fiscal grants and transfers, the planning and budget and informal knowledge sharing and communication among officials (Ademolekun, 2002).

Communications systems should facilitate mutual interaction, exchange of information, cooperation, and conflict resolution, rather than simply disseminating instructions from the central government and gathering information from below (Rondinelli et al., 1983). In addition to financial management, managing and sustaining decentralized governance for effective delivery of services requires, adequate capacity in institutions, networks, organizational structures, facilities and equipment, human resources, data, information, as well as a supportive and conducive legal and policy environment (Hope, 2014).

An agency may not have all the resources and capability to implement policies and programs. Hence there is need for collaboration and intergovernmental relations amongst institutions to achieve effective implementation. Agency collaboration is a concept derived from an open system, which stresses that an organization must interact with the environment in order to acquire the necessary resources (Katz & Kahn, 1978). Collaboration among agencies should be considered a political strategy to achieve goals (Pressman & Wildavsky, 1973). Intergovernmental programs implementation, “is very much dependent upon the various participants coming to an agreement as to how a particular program will effectively deal with problems they perceive as important” (Thomas, 1979).

The concept of cooperation is core in intergovernmental relations. For coordination to be operative, it requires effective information sharing structures, consultative decision making processes and consensus on tasks (Malone, 1988). Public service responsibilities are divided across governments, and each level has to operate within its jurisdiction taking into consideration the principles of cooperation and coordination. Cooperation should be geared towards sustainable development, the integrated delivery of services by intergovernmental system that ensures mutual consultation, coordinated strategic planning and accountability for performance and expenditure in terms of legislation. Cooperation requires that central government leaders and local government leaders be committed and willing to work together for the success of intergovernmental programs.

Analysts of decentralization in Africa have found that supporting linkages must be created between central and local governments in order to overcome weaknesses in administrative capacity at lower levels of governments (Rondinelli et al., 1983). It can therefore be argued that cooperative government cannot be achieved without developing appropriate intergovernmental forums at national and lower levels to deal with issues of alignment, integration and coherence. Achieving this requires developing systems and processes with clarity on functions of each level of government, common objectives and protocols for engaging in joint work. The national government can as well provide assistance to weak local administration by offering training; seconding personnel from central agencies to meet pressing staff shortages at the local level; by supervising and assessing local projects and providing technical assistance when problems or weaknesses appear; and by creating a national cadre to supply personnel to agencies at provincial, district and local levels (Leonard, 1977).

Various studies show that different countries have adopted various forms of intergovernmental relations (Chandler, 2005). This is partly explained by factors such as the government structure, history of each country and the leadership of the country. Most studies of the evolution of political systems operate through established narrative conventions of historical analysis frequently dividing periods of evolution into particular epochs for convenient classification and explaining how one period evolves into another either through reference to the work of individuals or the growth of technical complexity in society (Chandler, 2005). Further, analysts of intergovernmental relations have focused on the formal structures and institutions of IGR, in particular those connected with arrangements between the levels of government (Painter, 2012). Though informal institutions are also important in IGR.

Intergovernmental Models

There are various models that govern the relationship between different and amongst levels of government:

a) Coordinate – Authority Model

The coordinate model is where the relationship between the national and local government is independent. Each government has autonomy over its functions and roles. This is based on the concept of distinctness. Under this model, each level of government is relatively autonomous from the other and it encompasses certain distinct features such as political, functional, financial and administrative autonomy (Simiyu, 2015).

b) Inclusive – Authority Model

Inclusive model is where there is dependent liaison between national and local government with hierarchical form of authority. This is usually the model in unitary governments. Local governments act like a branch of the national government. They implement national government policies and report to the national government.

c) Overlapping – Authority Model

Under overlapping model, there is interdependent relationship between the levels of government. The model is based on bargaining between the levels of government since the roles overlap. The interdependence relationship recognizes that whereas the levels of government are relatively autonomous, they cannot operate in isolation.[31]

[31] *Kenya National Union of Teachers Vs Attorney General and Others (2016)* eKLR Para 60

National and county governments often use legal mechanisms to establish fiscal resources, and to allocate competences, thus also serving as a tool to reduce overlap in responsibilities between the national and sub-national levels (Charbit & Michalun, 2009). Not only do laws and legislation address issues of vertical coordination through the binding allocation of competences, they can also promote horizontal coordination, particularly across the sub-national level (Charbit & Michalun, 2009). There are also government or non-governmental groups that help promote cooperation and collaboration among levels of government (Charbit & Michalun, 2009).

The Kenya Constitution[32] provides that government at each level, and different governments at the county level, shall co-operate in the performance of functions and exercise of powers and, for that purposes may set up joint committees and joint authorities. "Effective working relationship among intergovernmental organs are a crucial ingredient for successful implementation of the decentralization policy" (Bwengye & Thornhill, 2015). Bwengye & Thornhill (2015) suggests that for effective intergovernmental relationship, the following should be considered; clarification of roles and responsibilities, harmonization of goals, co-ordination mechanisms, conflict resolutions mechanisms and power relations.

2.5.4. Environmental Factors

While studying factors affecting implementation of policy, Smith (1973) stated four factors – idealized policy, target group, implementing organization and environmental factors - that affect implementation. Environmental factors entails the economic,

[32] Article 189 (2) of the Constitution of Kenya, 2010

social and political conditions (Van Meter & Van Horn, 1975). The environment is very dynamic and is largely influenced by the prevailing conditions.

Different programs are implemented in different prevailing political, social and economic conditions. They are factors beyond control of the management teams. These conditions determines the success of such programs. For example, school feeding programs would be implemented differently in Kenya depending on the locality.

Political factors concerns political stability and government intervention in providing both incentives and enabling environment for implantation of intergovernmental programs (Chen et al, 2012). Literature on implementation shows the importance of political commitment by leadership as a critical component of policy success (Sabatier & Mazmanian, 1983). The support of top leadership contributes to the success of programs. In an intergovernmental setting, where there is change of leadership after period of time, for example after every election, there is need for political commitment in the continuation of ongoing programs. A study on mass literacy programs shows failure due to lack of commitment from federal and local levels (Akhtar, 2004).

While economic factors consists of economic environment that involves stable macroeconomic environment, social factors are concerned with the cultural aspects and social setting of the implementation of intergovernmental programs.

2.5.5. Implementing Agencies

Much of the growing interest in implementation arises out of the recognition that policies cannot be improved without understanding the implementing agencies which turn policies into actions (Kim, 1991). Implementing agencies includes departments, boards, committees or agencies tasked with implementation of specific programs. To fathom effective policy implementation, it's paramount to understand roles played by implementing agencies. In most cases, the roles are spelt out in the supreme law or by statutes. However, sometimes they may not be stated or may not be conclusive.

Studies of decentralization in Africa and Asia suggest that the functions transferred to local administrative units must be suited to their current or potential managerial capacities. Functions should be allocated to local units incrementally, as they meet performance criteria (Rondinelli et al., 1983). Implementing agencies should possess adequate budget, equipment, proper and sufficient structure and good location. There should also be clear and precise demarcation of roles and relationship among the institutions with timely and adequate communication of each agencies' roles.

Communications systems should facilitate mutual interaction, exchange of information, cooperation, and conflict resolution, rather than simply disseminating instructions from the central government and gathering information from below (Rondinelli et al., 1983). In addition to financial management, managing and sustaining decentralized governance for effective delivery of services require adequate capacity in institutions, networks, organizational structures, facilities and equipment, human resources, data, information, as well as a supportive and conducive legal and policy environment (Hope, 2014). Thus enhancing capabilities of county governments and various implementing agencies is paramount in achieving its goals and performing its duties in implementing intergovernmental policies.

An agency may not have all the resources and capability to implement policies. There is need for collaboration and intergovernmental relations amongst institutions to achieve effective implementation. Agency collaboration is a concept derived from an open system, which stresses that an organization must interact with the environment in order to acquire the necessary resources (Katz & Kahn, 1978). Collaboration among agencies should be considered a political strategy to achieve goals (Pressman & Wildavsky, 1973).

Chapter Three: Research Methodology

3.0. Introduction

This study aimed to establish the effect of resources, intergovernmental relations, community participation, environmental factors and implementing agencies on implementation of intergovernmental programs in Kenya. This chapter covers the methodology used in the study. It also covers research design, population, sampling and data collection methods and analysis.

3.1. Research Design

The researcher used cross-sectional survey research design. A cross-sectional survey design is a systematical gathering of data from a sample of respondents for the purpose of understanding and/or predicting some aspects of the behaviour of the population of interest (Kothari, 2006). It usually involves large number of persons and thus involves use of questionnaire or interview guides and generalizing the results to the entire population. In this study, primary and secondary sources of data were used. Primary sources include use of in-depth interviews while secondary sources comprise of journals, articles, dissertation and theses, government reports and books.

3.2. Population

A population is a group of individuals who have the same characteristics (Creswell, 2012). The population for this study consisted of senior employees in 47 county governments in Kenya.

3.3. Target Population

A target population or the sampling frame is a group of individuals or groups of organizations with some common defining characteristics that the researcher can identify and study (Creswell, 2012). It is the entire aggregation of the respondents that meet the designated set of criteria within a field of study (Babbie, Halley, & Zaino, 2007). The target population consisted of 51 senior employees from six county governments in Nyanza region. The counties included Siaya, Kisumu, Homabay, Migori, Kisii and Nyamira. County governments have similar structures since they were all created after the promulgation of the constitution and therefore six counties are representative of all counties in Kenya.

3.4. Sample and Sampling Technique

A sample is a representative of the entire population that the researcher is interested in studying. In this study six counties in Nyanza region were selected for the study. They include Siaya, Kisumu, Homabay, Migori, Kisii and Nyamira. Purposive sampling was used to select the six counties. In purposive/non-probability sampling, the researcher selects individuals because they are available, convenient, and represent some characteristics the investigator seeks to study (Creswell, 2012). These counties were convenient for the researcher since with limited funds and time, he could conveniently access them from his place of abode. Purposeful sampling involves the researcher intentionally selecting individuals and sites to learn or understand the central phenomenon. It allows the researcher to identify places and people that can best help in understanding a central phenomenon (Creswell, 2012). The six counties make 12.7% of 47 counties therefore representative. Kothari (2004) recommends a sample of 10% to be acceptable when studying a large population.

Table 3: Sampling Frame

County	Chief Officers	Directors	Sub-County Administrators	Total
Siaya	10	17	6	**33**
Kisumu	14	30	7	**51**
Homabay	10	10	8	**28**
Migori	11	21	8	**40**
Kisii	16	46	9	**71**
Nyamira	10	23	5	**38**
Total	**71**	**147**	**43**	**261**

Source: Devolution Handbook

According to Noy (2008), statistical sampling techniques are the strategies applied by researchers during statistical sampling process. Sampling can be defined as the process of selecting a number of individuals for a study in such a way that the individuals selected represent the larger group from which they were selected (Cooper & Schindler, 2014).

The researcher employed stratified sampling technique to collect primary data. Stratified sampling involves dividing the population into a number of distinct categories or strata of independent sub-population from which individual elements can be independently selected (Babbie, Halley, & Zaino, 2007). In this study the population was divided into three strata; chief officers, county directors and sub-county administrators. Proportionate sampling strategy was used to develop the sample. This was used to ensure an optimum sample was used. An optimum sample is defined as a sample that fulfills the requirements of reliability, efficiency, flexibility and representativeness (Sekeran & Bougie, 2010). Sekeran and Bougie (2010) recommends a sample in a range of 10% to 30%. In this study the researcher used an optimum proportion of 20%.

Table 4: Sample Size

Stratum	**Siaya**		**Kisumu**		**Homabay**		**Migori**		**Kisii**		**Nyamira**		**Totals**	
	PS	SS	PS	SS	PS	SS	PS	SS	PS	SS	PS	SS	**PS**	**SS**
Chief officers	10	2	14	3	10	2	11	2	16	3	10	2	**71**	**14**
Directors	17	3	30	6	10	2	21	4	46	9	23	5	**147**	**29**
Sub-county Administrators	6	1	7	1	8	2	8	2	9	2	5	1	**43**	**9**
Total	**33**		**51**		**28**		**40**		**71**		**38**		**261**	**51**

3.5. Data Collection

According to Fielding (2010), data collection is the process of collecting data after the researcher has identified the type of information needed which is based on the research question guiding the study. In this study data will be collected through in-depth interviews and secondary data sources.

3.6. In-depth Interviews

In-depth interview was used in this study. This involves a two-way interaction between the interviewer and a small numeral of respondents to get their views regarding an issue for study. “It is a qualitative research technique that involves conducting intensive individual interviews with a small number of respondents to explore their perspectives on a particular area, program, or situation. In-depth interviews are useful when a researcher wants detailed information about a person’s thoughts and behaviours or wants to explore new issues in depth” (Boyce & Neale, 2006). Therefore, in-depth interview is expedient especially where the scholar wants meticulous information about people’s opinions and thoughts.

The study used standardized open-ended questions with senior county employees. The interviews were conducted from August 12 to 25, 2019 and lasted for approximately an hour for each respondent. The key informants included; County Chief Officers, County Directors and Sub-County Administrators. The researcher used an interview guide (Appendix A) to help in keeping track and maintaining consistency. The interview consisted of a prior appointment and notification followed by the interview itself. Thereafter the information was classified and analyzed accordingly.

3.7. Data Analysis

Data was analyzed using content analysis. Content analysis is defined as any technique used to make inference through systematic and objective identification of specified characteristics of messages (Nachmias & Nachmias, 1996). Kothari (2004) defines it as an analysis of the contents of documentary and verbal material and describes it as a qualitative analysis concerning the generally import of message of the existing documents and measure persuasiveness. It’s a research tool that permits a series of systematic and objective analysis of text from which valid inferences can be drawn (Weber, 1985).

Chapter Four: Analysis of Findings

4.0. Introduction

This chapter converses analysis of findings. The chapter contains analysis of information collected from six counties in Kenya; Siaya, Kisumu, Homabay, Migori, Kisii and Nyamira counties. It provides critical analysis of information relevant to the study of factors affecting implementation of intergovernmental programs. The analysis seeks to answer research questions.

4.1. Response Rate

Out of 51 interview requests, 30 people participated in the interview. De Vau (2002) defines response rate to be equal to number of participants divided by sample size multiplied by one hundred. In this study, the response rate was 60%. Rodger, Miller & Judge (2009) recommend a response rate of 50% to be satisfactory range in descriptive social studies. Thus a response rate of 60% is decent for this study.

4.2. Analysis of Findings

The data collected from in-depth interviews of employees – county chief officers, county directors and sub-county administrators - was synthesized and analyzed in order to come up with congruent findings.

The respondents in this study presented diverse insights and views on the implementation of intergovernmental programs. Though with different working experience ranging from two years to six years, the respondents provided valuable information from different perspectives on implementation of intergovernmental programs in Kenya.

The following research questions guided the data collection:

1) What are the main factors affecting implementation of intergovernmental programs in Kenya?

2) What are the possible solutions for effective implementation of intergovernmental programs in Kenya?

4.3. Resources

In a society where there are scarce financial resources, human resources should be empowered for effective utilization. There is need for competent workface and good leadership in public service.

County governments are empowered to create offices and employ staff[33] which includes absorption of staff employed in the defunct local authorities before the 2010 plebiscite. County Government Act, 2012, Public Appointments (County Assemblies Approval) Act, 2017, County Assembly Services Act, 2017, County Assembly Powers and Privileges Act, 2017 *inter alia* empowers county government to manage human resources. County governments are also empowered to come up with own legislations and policies for effective human resource management. With this discretion, many counties have been able to create many offices and employed staff. This is ensure county governments are empowered for public service delivery.

[33] Section 8 (1) (a), 12 (7) and 59 of County Government Act, 2012

Although this was intended to give counties autonomy in terms of human resource management, many counties have abused these powers. Most respondents stated that many counties have recklessly created unnecessary offices and employed many people leading to huge wage bills.[34] Furthermore, most people are not qualified and some positions have been overfilled to cater for friends and cronies. This hinders employment of qualified people and thus affects implementation of programs. It breeds incompetency and lack of skills in the county governments. One respondent stated that:

> *"In one instance, there were 65 positions advertised but the county ended up recruiting 500 people. It took the intervention of court to stop the irregular recruitment which was majorly based on nepotism and political affiliation."*[35]

Nevertheless, even with overemployment, some counties have a deficiency of officials with essential financial, technical and managerial skills. Substantially, inadequate financial resources and remoteness of some counties often causes them not to attract and retain high calibre staff. Negative ethnicity and tribalism also contributes to the shortage of high calibre staff. One respondent averred that:

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[34] Controller of Budget, Agnes Odhiambo in her Report July-December 2018 stated that official data shows the number of county employees rose to 132,600 by end of 2017 from 94,700 in the first year of devolution, reflecting a 40% growth while national government had an increase of 10% over the same period. This led to an increase in wage bill to over three times what counties spent on development. https://www.businessdailyafrica.com/economy/Counties-first-half-wage-bill-hits-Sh80bn/3946234-5050000-format-xhtml-hog4oq/index.html > Accessed on 6th November, 2019

[35] Interview with Respondent 10 on 14th August, 2019

> *"We have some staff with incompetent skills. Some County Executive Committee members, Chief Officers and Directors lack basic managerial skills. Majority of people employed in some senior positions only possess political connections. Nothing more."*[36]

This was concurred by many respondents who were of the opinion that some employees in the counties were employed due to political connections without relevant qualifications. The staff inherited from the defunct local governments for example, though with similar or less qualifications, earn more than those employed at the advent of devolution.[37] This greatly affects their competency and thus their capability to implement county programs.

Worse of it all, there is a lot of mismatch between qualification and job placement in the counties which affects service delivery. Some respondents stated that, some employees are working in offices where they lack relevant skills just because they are "known." One respondent stated that:

> *"There are instances, where an employee with human resource qualification is working in finance to protect the 'big man's' interests."*[38]

Another respondent concurred. She stated that:

> *"Employment in the counties is mostly done based on whom you know. This has affected the working and performance in most offices. Most bosses are*

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[36] Interview with Respondent 5 on 12th August, 2019

[37] Council of Governors Chairperson, Wycliffe Oparanya cites a case where some drivers hired by defunct local authorities earn Kshs. 100,000 whereas those hired by the current administration have their pay capped at Kshs. 24,000 > https://www.the-star.co.ke/news/2019-04-02-oparanya-why-counties-cant-avoid-high-wage-bill/> Accessed on 4th December, 2019

[38] Interview with Respondent 9 on 14th August, 2019

not able to adequately supervise junior staff for fear of 'touching' senior ranking officials' relatives and friends."[39]

This study concurs with some studies that have also identified the same problem in county governments. There is "a lot of skills gap in county governments and inherited unskilled and illiterate workforce that can never drive the devolution train to its destination" (Alande, 2013). Programs under devolution require competency and efficiency for effective implementation.

The study also established that even with competent employees, there is need for periodical trainings and capacity building for the county employees to learn various public service developments and even acquire new skills relevant with the changing technological world. Most respondents averred that there is inadequate capacity building programs in county government. They argued, most national government employees and officials are exposed to more capacity building opportunities than those in county government. This affects their capabilities and competency. This concurs with Omosa et al. (2018) who established that in Kisii county government, the criteria for choosing trainees for various capacity building programs is not fair. "The county had not trained most of its employees. Even when there was some training, the trainers engaged were not effective in delivery of the desired outcome and the training content was irrelevant to their jobs" (Omosa, Onyango, & Onditi, 2018).

[39] Interview with Respondent 1 on 12th August 2019

According to Human Resources Policies and Procedures Manual for Public Service, 2016, one of its principle is to provide "affordable adequate and equal opportunities for appointment, training and advancement at all levels of public service…"[40] This is further provided in detail under Section H of the manual. Although counties are mandated to come up with relevant policies on management of human resources, most counties are yet to put such in place. For example, one respondent vividly stated that there is no clear career path in county governments. He stated that:

> *"I have been a Director since 2015 yet I don't know where to go next. There is no clear promotion structures in our county. That demotivates me. Most of my colleagues are focusing in their own private businesses than working in the county."*[41]

This was a concern amongst many respondents. This should concern county governments too. Effective human resource management ensures employees are motivated and well placed to offer competent services. Without good human resource management practices, employees will lack motivation to implement county programs.

Capacity building are necessary to equip county government employees with motivation, relevant skills and professional knowledge. It involves investing in skills and competencies that will be sustainable in meeting future implementation challenges. It also includes training, peer learning, information, guidance, program

[40] Section A.2 (ix) of the Human Resource Policies and Procedures Manual for Public Service, 2016.
[41] Interview with Respondent 1 on 12th August, 2019

management skills and such other interventions. (Hudson, Hunter, & Peckham, 2019). This findings are in line with Myrna, (2009) who established that there is need for strategic training to enhance skills, knowledge and capabilities of employees to achieve organizational strategic plans. Capacity building enhances employee capacity. Competency is an underlying characteristic of an individual that contributes to job or role performance and to organizational success. It extends beyond the basic knowledge, skills and abilities necessary to perform a specific job to those that contribute to success in multiple jobs, job categories or the entire organization. Capacity building includes, training, workshops and conferences where employees and officials share experiences.

Most of the respondents in the study felt that most capacity building programs in county government were mostly benefited politicians. Some of the respondents even stated that they had not participated in any capacity building programs except the mandatory induction courses. One respondent stated that:

> *"Most of us have never participated in any training. Most of these trainings are for MCAs and maybe a selected few from departments. Every time we request for some training we are told there are no funds. Some of us have attended some trainings but we have never been paid. We can't attend any trainings any more without being paid"*[42]

Apart from effective human resource management, there is also need for good leadership in the management of intergovernmental programs. The support of the

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[42] Interview with Respondent 30 on 25th August, 2019

national and county government leaders and their influence, affects implementation of intergovernmental programs. One respondent, for example, stated that:

> *"My county is among the best performing counties because it is headed by one of the distinguished career civil servant as a Governor. His experience helped him to set up institutional structures of governance which he closely monitors to ensure effective implementation of programs."*[43]

This study concurs with Chakrit (1982), who established that the Rural Generation Programme in Thailand's success was attributed to the special support from the Prime Minister who chaired its national committee and made the program a priority to his cabinet. Good leadership ensures commitment and obligation for success of intergovernmental programs.

Good leadership also extends to managers of relevant programs, whether in the board, committee or council that manages implementation of intergovernmental programs.

Overall, this study established that human resources was a major factor that needs to be considered by county government in implementation of intergovernmental programs. If there is need for effective implementation, county governments should strive to employ competent workforce, ensure relevant job placement and expose them to relevant capacity building programs and training to equip them with relevant skills necessary for effective implementation of programs.

[43] Interview with Respondent 28 on 22nd August, 2019

Financial resources are also vital resources in implementation of intergovernmental programs.

The main source of finances for county governments in Kenya is equitable shareable revenue which is set at a minimum of 15%[44] of national audited revenues. The Commission on Revenue Allocation (CRA)[45] recommends revenue sharing between national and county governments as postulated in Articles 202, 203 and 216 of the constitution, 2010 while taking into consideration the functional assignments of national and county governments under the Fourth Schedule and the status of the economy. The apportionment is made pursuant to a formula that consists of poverty index, county population, basic equal share, fiscal responsibility and land area. Although the constitution sets the minimum equitable shareable revenue at 15% of national audited revenue, the allocation to the county government has been far way above the minimum 15% since 2014.

Before funds are allocated to a particular county, there has to be vertical sharing of revenue which divides the revenue between the national and county government and horizontal sharing amongst county governments. This is usually done through Division of Revenue Bill and the County Allocation of Revenue Bill[46] respectively.

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[44] Article 203 (2) of the Constitution of Kenya, 2010.
[45] Established under Article 215 and 216 of the Constitution of Kenya, 2010.
[46] Article 219 (1) of the Constitution of Kenya, 2010 and Section 191 of Public Finance Management Act, 2012

In a statement by the Chairperson of CRA,[47] so far county governments have received Kshs. 1.5 trillion from national government in equitable share since 2013.

County governments majorly rely on government transfers from national government because of low local revenue collection in the counties. CRA noted that, "although both equitable share and expenditure at the county government level have been increasing, own source revenue performance of county governments lags behind. This has resulted from low revenue collection capacity at county level, non-compliance in payment of fees, charges and property rates; and pilferage attributed to manual revenue collection." (CRA, 2017).

Other sources of revenue for county governments include conditional grants from national government and grants from development partners and donors. Conditional grants include leasing of medical equipment, compensation for foregone user fees, grants for level 5 hospitals, Equalization Funds,[48] and allocation of Fuel Levy Funds. Grants from development partners and donor include funds from World Bank and DANIDA. This dependency on transfers from the national government and sometimes, from donors undermines accountability to the local voters.

Most respondents conversed that the funding from national government, donors and local revenue is not adequate at the moment. A cursory look at government revenue budget shows some shortfalls in disbursement. For example, the financial resources

[47] Article published by the Star Newspaper on 25th October 2018.
[48] Established under Article 204 of the constitution of Kenya, 2010 which consist of 0.5% of national revenue that is used to provide basic services including water, roads, health facilities and electricity to marginalized areas.

for health sector for FY 2019/20 is estimated at Kshs. 49.95 billion. However, the financial resources allocated amount to Kshs. 47.8 billion.[49] In the study most respondents felt that most programs are suffering the same fate; inadequate allocation of funds. They argued that national government should increase funding to enable counties meet their developmental needs in order to ensure effective implementation of intergovernmental programs.

Some respondents asserted that even with the resources at their disposal, there is need for prudent management. This findings concur with Hope (2014). The "overall objective is to build and maintain a strong financial management capacity so that the county governments can manage the resources that are transferred to them and cope with financial reporting requirements as demanded by the constitution 2010" (Hope, 2014).

Another concern for the counties is the late disbursement of funds from national government. Constant quarrels between national and county government causes delayed disbursement of funds to counties. This hampers service delivery and sometimes causes delay in payment of staff salaries. This concurs with Van Horn (1979a) who asserted that in addition to adequate funding, the timing of funds is an essential to effective implementation in the intergovernmental system. Similarly in a study conducted on the defunct local authorities, Lewa and Devas (2004), noted that delay in disbursement of funds affected (defunct) local authorities in Kenya. They

[49] Budget Policy Statement 2019/20 http://www.treasury.go.ke/budget.html> Accessed on 12th November, 2019

stated that, "central (government) approval of budgets in Kenya can take many months, and in some cases is not given until after the end of the financial year to which the budget relates" (Lewa & Devas, 2004). This observation was made 10 years earlier when there were local authorities but the trend has continued to date. One respondent observed:

> *"We have learnt to budget for two or three months. Notices of salary payment delay has been common in our notice boards. We are used to it."*[50]

Delayed and late payment to service providers and contractors in county government has also been an issue.[51] Delay in the release of program funds by National Treasury greatly affects implementation of programs. There have been cases where service providers demonstrate to 'catch' the attention of county leadership. This affects implementation of intergovernmental programs. Some programs are abandoned while others are hurriedly done. One respondent gave an example:

> *"Some school's classrooms caved in after a short rainfall. After investigations it was revealed, that there had been shoddy work done due to non-payment of funds to the contractor"*[52]

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[50] Interview with Respondent 30 on 25th August, 2019

[51] Cases of delayed disbursement of funds from national government are frequent in the news. https://www.nation.co.ke/news/Delayed-disbursement-starves-counties-of-cash/1056-5369620-11xl5byz/index.html> Accessed on 2nd December, 2019

[52] Interview with Respondent 23 on 17th August, 2019

Finances are core in implementation of intergovernmental programs. However, there can never be adequate. It's therefore good for timely and prudent utilization of available resources.

4.4. Community Participation

Community participation though had an impact on implementation of intergovernmental programs, its impact was limited. Most of the respondents felt it has a small contribution on the implementation of intergovernmental programs. For example, in ensuring implementation is done according to their specified needs. One respondent stated that:

> *"Community participation is only helpful when local communities raise alarm for shoddy works and delayed completion of programs. We have seen that before when the locals demonstrate and picket. It helps to put the government and the contactors on the spot."*[53]

However, it's noteworthy that community participation is one of the pillars under the devolved system of governance. Its impact cannot be foresighted. Most respondents argued that since the people have representatives in government, their interests are adequately catered for. In any case, some argued, the new constitution has devolved power to the lowest unit, the village, therefore, governance issues can be adequately addressed with the use of representatives. Some respondents even argued that the general public has no relevant competency and skills on implementation of programs.

[53] Interview with Respondent 12 on 14th August, 2019

Their role is limited to planning in identification of needs, allocation of resources and identification of relevant programs.

However, the constitution of Kenya requires that members of public should be involved in issues affecting use of public finances. The constitution[54] states that, "there shall be openness and accountability, including public participation in financial matters." County Government Act, 2012 further provides that public participation in the county planning, processes shall be mandatory and be facilitated through provision to the public of clear and unambiguous information on any matter under consideration in the planning process, including; clear strategic environmental assessments, clear environmental impact assessments reports, expected development outcomes and development options and their cost implications.[55]

The community also plays a key role in particular programs to ensure compliance. One scenario given by one respondent:

> "*Last year when we went out for public participation in the counties, we were chased by the local community who claimed we only visit them to inform them of already determined programs. They even chased county tax officers from the local market until the matter was resolved by stakeholders.*"[56]

The study established that most counties budget for and provide funds for community participation. However, many don't have structures for conducting community

[54] Article 201 (a) of the Constitution, 2010
[55] Section 115 (1) (b) of County Government Act, 2012
[56] Interview with Respondent 5 on 12th August, 2019

participation and accounting for the same. The Auditor General noted that even though most counties utilize funds for public participation, the same is usually not accounted for:

> "The county executive incurred an expenditure of Kshs. 12,607,500/- on public participation on diverse dates. However, no feedback on the outcome of the public participation activities was made to the public for their output"[57]

This concurred with many respondents who felt that even though there are funds allocated for conducting community participation, processes and procedures are not established to stipulate how community participation same should be conducted.

4.5. Intergovernmental Relations

A good working relationship among governmental institutions is a fundamental component for effective implementation of intergovernmental programs. Scholars and policy makers both place program coordination at the apex of activities to strengthen the ability of institutions to bring about better management of government affairs (Thomas, 1979). Thus intergovernmental relations becomes paramount in governance. To enable such relationships requires deliberate effort to address a number of issues such as roles and responsibilities among the levels of governments; harmonization of goals; co-ordination mechanisms; conflict resolution mechanisms;

[57] Report of the Auditor General on the Financial Statement of County Executive of Kisii for the year ended 30 June 2018 page 8 accessed on 10th October, 2019 from http://oagkenya.go.ke/Audit-Reports?path=County%20Government%20Reports&page=2 > Accessed on 10th October 2019

and power relations (Bwengye & Thornhill, 2015). These are the core considerations in implementation of intergovernmental programs in Kenya.

Although the constitution defines each level of government's role, sometimes there is a conflict on various stakeholders' roles in implementation of some intergovernmental programs in Kenya. Some respondent cited conflict in some roles was affecting implementation of programs. One respondent stated that:

> *"Implementation of some intergovernmental programs is in chaos. When we try to implement some programs within the wards, some MCAs interfere claiming that, since they are the elected ward leaders, they determine implementation of all programs in their ward."*[58]

Most respondents agreed with this. They stated that local politicians were interfering with implementation of programs. They stated that, such politicians viewed implementation of intergovernmental programs as a threat to their seats if they were not part of them. Sometimes they even wanted such programs to be implemented according to their specifications.

Bwengye & Thornhill (2015) argue that there is need for harmonization of goals and objectives to ensure intergovernmental organs involved in implementation of intergovernmental share common goals and objectives. This is especially between the bureaucrats and politicians. Most respondents felt that politicians were greatly interfering with implementation of intergovernmental programs on the premise that

[58] Interview with Respondent 25 on 17th August, 2019

they were serving their constituents. This findings concur with Kakumba (2003) who stated that local government politicians try to please their constituents to keep political support while on the contrary; the civil servants are concerned about the efficiency or resources utilization and the adequacy of process in the implementation of decentralized programs. These differences in goals and objectives creates conflict between bureaucrats and politicians.

Some respondents also had issues stating that some politicians were interfering with implementation of intergovernmental programs by seeking kickbacks from contractors to facilitate their payments even before conclusion of such programs. One respondent stated that:

> *"Most of the contractors on the ground are known to these politicians. In fact most of them were brought by politicians. In exchange for kickbacks, politicians constantly seek payments from treasury even before they conclude their undertakings. That's the reason contractors do shoddy work because they are supported by these politicians."*[59]

There is need for a harmonized coordination in implementation of intergovernmental programs. This requires consensus building among stakeholders. Consensus building is applied across policy making from formulation to evaluation. It helps the county government in ironing out issues.

[59] Interview with Respondent 10 on 14th August, 2019

One respondent stated that:

> *"With good relations with national government, we are able to reach an agreement in terms of our role in program implementation. For example, if we don't have relevant rules and regulations, we will be better informed to come up with appropriate legislations to enable program implementation."*[60]

This study is in line with Thomas (1979) who established that the promise of money may compel local governments to accept program conditions and make needed legal, structural or administrative changes necessary to participate in the program. The national government uses funds as incentives to encourage county governments to comply with intergovernmental program conditions.

The constitution[61] provides that national and county governments shall conduct their mutual relations on the basis of consultation and cooperation. Article 189 of the Constitution of Kenya reinforces his by providing for obligations for cooperation and consultations between national and county governments. However, despite that, "differences in goals, access to resources and approaches create barriers for establishing effective working relationships (Bwengye & Thornhill, 2015).

In Kenya, national and county governments are distinct and interdependent and are expected to conduct their mutual relations on the basis of consultation and cooperation[62] while respecting the functional and institutional integrity as well as the

[60] Interview with Respondent 16 on 15th August,2019
[61] Article 6 (2) of Constitution of Kenya, 2010
[62] Article 6(2) of the Constitution of Kenya, 2010

constitutional status of institutions of government at the each other's level.[63] Pursuant to Article 189 of the Constitution of Kenya, the Intergovernmental Relations Act, 2012 establishes the legal and institutional framework for consultation, cooperation and dispute resolution between the national and county governments and amongst the county governments.

Though the constitution founds various institutional and formal means of interaction between the national and county government, and amongst county governments,[64] there is need for cordial interactions and relations between the levels of government and amongst county governments and per all other stakeholders involved in implementation of the intergovernmental programs. Coordination requires effective information sharing structures, consultative decision making processes and consensus on tasks (Malone, 1988). Most respondents agreed on the need for coordination in monitoring and evaluation of implementation. One respondent stated that in some incidents;

> "*Two County Assembly committees can monitor implementation of one program where there is also a management board monitoring the same. Not for efficiency but for purposes of being paid field allowances.*"[65]

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[63] Article 189 of the Constitution of Kenya, 2010

[64] These institutions include *inter alia* the Intergovernmental Relations Technical Committee, Council of County Governors, County Assemblies Forum, the Senate, Intergovernmental Budget and Economic Council (IBEC), National and County Government Coordinating Summit

[65] Interview with Respondent 28 on 22nd August, 2019

Coordination helps in avoiding problems of fragmentation and thus help in resource utilization.

Intergovernmental relations creates a good rapport among the various stakeholders and this can even help in lobbying for resources or enable county governments to negotiate for their priorities, even on programs where the national government takes a preemptive regulatory role. These informal lobbying also influences the dynamics between the government beyond the established constitutional and regulatory framework and even circumvents traditional institutions such as ubiquitous political parties. One interviewee stated that:

> "*For a long time we have lagged behind in development because we are not in government. It's time we mend our relationship with the government for our people to get development. The government has all the resources. Getting such resources requires us to lobby.*"[66]

Conflicts concerning the levels of government and amongst county government could affect implementation of intergovernmental programs. Conflicts under intergovernmental setting are usually caused by resources. Either due to inadequate allocation of resources or delay in disbursement of resources. One interviewee aptly stated that:

> *"There is bad blood between national and county governments and even within the county governments. Why do you think they fight? They are fighting*

[66] Interview with Respondent 20 on 16th August, 2019

for resources. If only they could sit and talk, I am sure we will get more funds to the counties for development.''[67]

While county governments assert that they are receiving inadequate funds for development, national government argues that county governments are demanding too much without adequately accounting for the same. Even within the counties there are conflicts pitying county assembly and county executive and amongst departments. While the constitution and other legislations provide for various conflict resolution mechanisms, most respondents felt there was lack of faith in some institution especially those under national government.

The constitution and other legislations establishes institutions to ensure coordination and cooperation between the national and county governments and amongst the counties. These include, the Senate,[68] Intergovernmental Budget and Economic Council (IBEC),[69] National and County Government Coordinating Summit,[70] Intergovernmental Relations Technical Committee[71] and Council of County Governors.[72] Apart from the formal institutions, there are also informal meetings where the national and county governments' stakeholders interact and cooperate. These include Devolution Conferences, Inter-County Sports and Legislative Conferences.

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[67] Interview with Respondent 12 on 14th August, 2019
[68] Article 93 of the Constitution of Kenya, 2010
[69] Section 187 of Public Finance Management Act, 2012
[70] Section 7 of Intergovernmental Relations Act, 2012
[71] Section 12 of Intergovernmental Relations Act, 2012
[72] Section 19 of Intergovernmental Relations Act, 2012

4.6. Environmental Factors

Environmental factors affect the implementation of intergovernmental programs. As discussed earlier, they include, political, economic and social factors. Social factors comprise of cultural, behavioural and attitudes of county government officials, rural people and the effect of customs on implementation of intergovernmental programs. The willingness of the officials and local people to implement programs affects the effectiveness.

Most respondents agreed that environmental factors are paramount in the implementation of intergovernmental programs.

Among them, most respondent felt, political factors had an affect more than social and economic factors. Some respondents stated that political leaders especially MCAs and some elites are guilty of interfering with implementation of intergovernmental programs. They attributed this to selfish political or even economic gains. A respondent postulated that:

> *"Some MCAs incite their constituents against some programs especially where the same were not awarded to their friends or cronies or where they have not been given kickbacks. They even go as far as contemplating the impeachment of the County Executive Committee member or even the Governor."*[73]

[73] Interview with Respondent 5 on 12th August, 2019

Political interest influence resource allocation for implementation of intergovernmental programs. Where the local leaders have interest the push for more allocation and prompt payment.

Another problem identified is the abandonment of programs due to lack of political commitment. One respondent stated that:

> "*Most programs have been abandoned for lack of political commitment. We can't deny that politics influences development. Most programs initiated by previous leadership have been abandoned because of lack of political commitment. Every leader who comes to office wants to come up with their own programs because of selfish interest and rewards."*[74]

Most respondents supported this assertion that politics play a key role in implementation. This study concurs with Nnamdi (2001) who asserted that certain policies or programs which are already being effectively implemented are shelved by succeeding administration.

Furthermore, some respondents felt that even as politics determines formulation of particular policies, implementation is also hinged on the same. For instance, if politicians support a particular program, possibility of its success will be guaranteed. One respondent used an example of Makueni County:

> *"The success of universal healthcare in Makueni is being effectively implemented because it's an issue at the heart of Governor Professor Kivutha*

[74] Interview with Respondent 1on 12th August, 2019

Kibwana. He has a commitment for the success of the program. Therefore with the governor's support, everybody in the county is determined to ensure success of the program."[75]

4.7. Implementing Agencies

Capability of implementing agencies relate to capacity in terms of functional, cultural and structural ability to meet particular goals. It includes access to tangible resources including, financial, human and material, and intangible resources such as motivation, leadership and commitment within and outside an organization.

Most respondents were of the opinion that implementing agencies' capability differed across different counties and departments. This is based on historical, political and economic conditions of each county. For example, Nairobi, Mombasa and Kisumu counties were viewed to have capability since they are cities and had structures prior to devolution. The national government has been investing in them be it in structural and even technical capabilities. While some counties did not possess even a single office at the advent of devolution. However, with devolution, all counties have funds to enhance their capabilities. Revenue allocation based on a formula ensures equity. This enables all counties to bolster their capacities and capabilities.

Implementing agencies may also include particular departments, boards, committees or agencies tasked with implementation of specific programs.

[75] Interview with Respondent 21 on 17th August 2019

The capability of implementing agencies is determined by and large the resources and manpower among other factors. In county governments, leadership and personnel becomes a factor in enhancing the capabilities of implementing agencies. One interviewee stated that,

> *"Counties that have professionals and good leadership are able to utilize the resources well for the benefit of their people. They are able to come up and effectively implement relevant programs that serve their people."* [76]

Some respondents lauded their constituents for electing good and able leaders who have championed for development. Good leadership enhances the capacity of implementing agencies and formulation of effective structures for implementation of intergovernmental programs. One respondent stated that;

> *"My county is among the best performing counties because it is headed by one of the distinguished career civil servant as a Governor. His experience helped him to set up institutional structures of governance which he closely monitors to ensure effective implementation of programs."*[77]

To most interviewees, strengthening the implementing agencies requires adequate resources, good intergovernmental relations and good leadership.

In this study we established that resources, intergovernmental relations and coordination, community participation, environmental factors and implementing agencies affects implementation of intergovernmental programs in Kenya. These

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[76] Interview with Respondent 10 on 14th August, 2019
[77] Interview with Respondent 28 on 22nd August, 2019

factors, however, don't act in isolation, they are interrelated. For example, intergovernmental relations affects allocation and transfer of resources. Once the resources are availed this in return improves the capacity of implementing agency. Sometimes, though, it is hard to determine a single factor's contribution in the implementation of intergovernmental programs. Therefore all factors need to be appreciated when considering implementation of intergovernmental programs in Kenya.

Chapter Five: Conclusions and Recommendations

5.0. Introduction

This chapter provides conclusions and recommendations based on the analysis of findings. This chapter provides conclusions of factors affecting implementation of intergovernmental programs, recommendations for effective implementation of intergovernmental programs and suggestions for further study.

5.1. Conclusions

In supposition, the study revealed that financial resources are imperative in implementation of intergovernmental programs. Timely allocation and commitment of resources is vital. Resources are scarce and thus there is need for optimum utilization. While local governments seek for more grants from national government, its sustainability is questionable. More investments in counties, enhanced local revenue collection, broadening of revenue base and prudent financial management in the counties would be indispensable. It will go a long way in enhancing autonomy and self-reliance.

The study established that human resources affect the implementation of intergovernmental programs. Merit-based employment, proper job placement and continuous capacity building of county government employees would ensure competency and efficiency and thus effective implementation of intergovernmental programs. Good leadership is also vital in implementation intergovernmental programs in the counties.

This study established that technical resources such as infrastructure and ICT are vital in effective implementation of intergovernmental programs. New and upcoming technology helps in ensuring efficient and effective implementation of programs.

This study concludes that community participation has impact on the implementation of intergovernmental programs. Effective community participation ensures programs are aligned with the needs of the citizens and thus encourages cooperation and compliance by the citizens. Community participation also helps the government to get feedback on the implementation intergovernmental programs.

This study also established that intergovernmental relations is a factor affecting implementation of intergovernmental programs. Effective working relationship between and amongst governments and departments would create unity of purpose and thus ensure efficient allocation of resource and effective implementation of programs. It would also ensure openness and good collaboration for the purpose of serving the citizens. Good working relations among counties would enable information and resource sharing as well as learning of best practice for implementation of programs.

The study also found out that environmental factors affect implementation of intergovernmental programs. Environmental factors include political, social and economic conditions. Political commitment ensures goodwill from the politicians. Where there is political commitment, bureaucrats and communities cooperate in implementation of intergovernmental programs.

This study established that implementing agencies affect the implementation of intergovernmental programs. The competency and capabilities of agencies tasked with implementing intergovernmental programs determines the success. Competency entails implementing agency having resources, good leadership and competent personnel. It also entails the cooperation and coordination among various agencies for the success of intergovernmental programs.

Overall, the study established that intergovernmental programs have not been effectively implemented in most county governments. These factors discussed above, if taken to consideration, would ensure effective implementation of intergovernmental programs which will stimulate sustainable development and improve the standards of living of Kenyans. There have been some strides in some counties while some are still lagging behind. Intergovernmental programs are good for sustainable development but if not well implemented, they could only be like a vehicle without a driver!

5.2. Recommendations

5.2.1. Programs Delivery Unit

County governments should establish program 'delivery units' to track implementation of intergovernmental programs in line with the devolved system. Such units will be able to track progress against key policy priorities through analysis of departmental performance data, undertaking field visits to identify obstacles to implementation and updating heads of government with progress reports.

The delivery units should also be tasked with consolidating some programs to reduce duplication. They will also with coordinating various programs to ensure effective implementation. To properly measure performance, the delivery units will come up with performance indicators to measure achievement of specified program goals. They will also be tasked with measuring the impact of intergovernmental programs on sustainable development.

5.2.2. Kenya School of Government Trainings

County governments should utilize the trainings provided at the Kenya School of Government to enhance the capacity and skills of their personnel. County governments should liaise with the Kenya School of Government in coordination with the national government and relevant professional associations to come up with curriculum that is geared up towards effective implementation of intergovernmental programs. Skills on planning, priority setting, budgeting and administration, supervision and monitoring and evaluation are a prerequisite in implementation of intergovernmental programs. This will also supplement promotional courses provided at the Kenya school of Government. County governments should also encourage and facilitate staff members to pursue further studies through coming up with a training policy.

5.2.3. Constituency Development Fund

The national government to restructure administration and operation of Constituency Development Fund. The recruitment of management to be based on merit and be competitive. National government to scrap CDF and channel the funds to intergovernmental programs through the county governments. This will ensure efficient coordination of county programs.

5.3. Suggestions for Further Research

This study was restricted to five factors namely; resources, community participation, intergovernmental relations, environmental factors and implementing agencies. This was occasioned by limitations in terms of time and cost implications. A comprehensive study of other factors affecting implementation intergovernmental programs is indispensable. Studies should also focus on implementation of particular programs. The study also established that, corruption and insecurity were hindering effective implementation of intergovernmental programs. There is need for a study on corruption and insecurity in implementation of intergovernmental programs in Kenya.

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Appendix A

Interview Questions for Senior County Government Officers

Purpose of the Study

This interview is conducted for the purpose of collecting information and data on implementation of intergovernmental programs in county governments in Kenya. As a Master's Degree student at Graduate School of Public Administration (GSPA), Seoul National University, my research will focus on Factors Affecting Implementation of Intergovernmental Programs in Kenya. Therefore this interview is intended to collect data and information from senior county government employees. All the data and information will be kept confidential and will be used only for academic purposes.

Interview Information

1.	Name	
2.	Gender	
3.	Department	
4.	Date	

PART I

1. Would you please give me an introduction about yourself?
2. How long have you worked in the county?

Part II

1. In your opinion, what are the factors affecting implementation of intergovernmental programs in Kenya?

2. What do you think about resources in implementation of intergovernmental programs? How do they affect implementation of such programs?

3. What do you think about the role of community participation in implementation of intergovernmental programs in Kenya?

4. In your opinion, how is the relationship between the county and national government? Does the relationship affect implementation of intergovernmental programs? How?

5. What is your opinion on the environmental factors in implementation of intergovernmental programs?

6. What would you comment about the implementing agencies in implementation of intergovernmental programs? Kindly explain

7. Have you faced any difficulties or challenges in implementing intergovernmental programs? What are the difficulties or challenges you have faced so far? How did/are you dealing with them?

8. What are your recommendations or suggestions to improve implementation of intergovernmental programs in Kenya?

I appreciate for your time participating and answering these questions.

For further information and inquiry please contact: otungu@gmail.com

Abstract in Korean

케냐 정부간 프로그램 시행에 영향을 미치는 요인

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글로벌행정전공

2010년, 케냐는 중앙집권형에서 지방분권 체제로의 지배체제를 정비하는 새로운 헌법을 공포했다. 본 제도 하에서는, 정부와 카운티의 두 가지 단계가 있다. 지속 가능한 개발을 달성하기 위해, 카운티 정부는 다양한 정부간 프로그램을 시행하여야 한다. 통치 체계의 변화와 함께 정부간 프로그램이 어떻게 시행되었는가에 대한 변화가 있었다. 결과적으로, 다양한 도전들이 그러한 프로그램의 효과적인 시행을 방해했었다. 본 연구는 카운티 정부의 정부간 프로그램 시행에 영향을 미치는 주요 요인을 조사했다.

본 연구는 Nyanza 지역 6개 카운티의 책임자와 하위 카운티의 디렉터 및 관리자를 포함한 30명의 응답자 표본에 대한 기술적 연구를 채택했다. 응답자들은 카운티 내 정부간 프로그램 시행에 직접 관여하고 있기 때문에 본 연구는 유의미하다. 본 연구는 자원, 정부간 관계, 지역사회 참여, 환경적 요인 및 시행 기관이 케냐의 정부간 프로그램 시행에 영향을 미치는 주요 요인임을 밝혔다. 게다가 보안과 부패는 정부간 프로그램 시행에 있어 또한 영향을 미친다.

본 연구는 정부간 프로그램의 시행을 추적하기 위한 카운티 감독기관을 설립하

고, 관련 전문 기관 및 Kenya School of Government와 협력하여 카운티 공무원을 위한 적절한 역량 구축 프로그램을 제공하며, 정부간 프로그램에서 지역사회 참여를 강화하기 위한 카운티 정책을 마련할 것을 권고한다. 본 연구는 또한 정부가 Constituency Development Fund를 폐지하고 그 기금을 정부간 프로그램으로 돌릴 것을 권고하는 바이다.

주제어: 요소, 시행, 정부간, 프로그램, 케냐

학번: 2018-25902

Dedication

To my daughter, Leticia-Athena Nyamaina and son, Ethan-Ira Momanyi.

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Education breaks boundaries. Travelling for more than 10,000 km to Seoul National University, South Korea from Nyacheki village in Kisii County, Kenya is a plenteous affirmation.

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Asante Sana.